DOCUMENT RESUME

ED 254 356 RC 014 994

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TITLE	Report to the State Department of Education Task Force on Migrant Education.
INSTITUTION	Redlands Christian Migrant Association, Immokalee, FL.
PUB DATE	9 Aug 84
NOTE	184p.
PUB TYPE	Information Analyses (070) -- Viewpoints (120)
EDRS PRICE	MF01/PC08 Plus Postage.
DESCRIPTORS	Academic Achievement; *Dropout Prevention; Dropout Rate; Early Childhood Education; *Educational Finance; Educational Legislation; Educational Research; Elementary Secondary Education; Enrollment; Family Characteristics; *Migrant Education; Parent Participation; Program Administration; Program Effectiveness; Questionnaires; *State Action; *State Programs
IDENTIFIERS	*Florida; Redlands Christian Migrant Association

ABSTRACT

The report presents Redlands Christian Migrant Association's (RCMA's) position on Florida's Migrant Education Program, the program changes sought by RCMA, and background and back-up materials. The packet of materials includes brief discussions of the background and reactivation of the Task Force on Migrant Education; State Board of Education instructions to the Task Force; memos of instructions from Florida's Bureau of Compensatory Education to selected superintendents and agency heads; transcript excerpts from the April 5 and 19 meetings of RCMA with the State Board of Education; a federal review of Florida's migrant education program and the state's response; various compilations of statistics on Florida's migrant children; and pertinent news clippings. The report also provides a memorandum from the Florida Department of Education on the benefits of the Early Childhood Program; an excerpt from the report "What Effective Schooling Research Says to Migrant Education Program Planners" (by William G. Savard and Kathleen Cotton) discussing parent participation in instructional programs; the State Cabinet's concerns about school children and the schools; a "bill analysis" of State Representative Bob Johnson's bill creating the Dropout Prevention Target Program and a copy of the bill itself; "A Study of Florida Secondary School Dropouts," a final report by MGT of America, Inc.; and a table entitled "Survival Ratios by Grade Groups for the Total School Population and Identified Migrants 1979-1982." (NQA)

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Report to

THE STATE DEPARTMENT OF EDUCATION TASK FORCE ON MIGRANT EDUCATION

by the

Redlands Christian Migrant Association
Immokalee, Florida

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RC014994

Redlands Christian Migrant Association
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Memorandum

To: Members, State Board of Education Task Force on Migrant Education

From: Wendell N. Rollason, executive director, RCMA

As the reactivation of the Task Force on Migrant Education came at the request of the Redlands Christian Migrant Association (RCMA), we feel it incumbent upon us to provide you with information on why we sought this action from the State Cabinet, which sits as the State Board of Education.

The first section of this packet presents the RCMA position on Florida's Migrant Education Program, what we like, what we don't, the changes we seek and why. The remaining sections provide background and back-up materials, pertinent reports by others with an introductory page from us. I believe you will find most of it of interest and perhaps helpful in our upcoming deliberations.

Wendell N. Rollason

Immokalee, Florida
July 15, 1984

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Report to

THE STATE DEPARTMENT OF EDUCATION
TASK FORCE ON MIGRANT EDUCATION

by the

Redlands Christian Migrant Association
Immokalee, Florida

By

Wendall N. Rollason

August 9, 1984
Tampa, Florida

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Redlands Christian Migrant Association

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Section One

The RCMA Position

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A. Background of Task Force

In 1979 the State Board of Education (Governor and Cabinet) established the Task Force on Migrant Education at the request of RCMA. The issue then was our opposition to plans of the Bureau of Compensatory Education to begin dismantling the Migrant Early Childhood Program, a statewide project providing preschool education to migrant 3 and 4 year-olds. With the support of a large group of protesting migrant parents, led by Benito Lopez, our primary goal of saving that program was achieved. In addition -- and with the forceful backing of the agricultural industry -- we succeeded in persuading the State Legislature to appropriate $2,000,000 in general revenue funds to augment this federally funded program. The supplementary money has continued to be appropriated annually since that date.

After a year and a half of activity the Task Force gradually slipped into disuse as other migrant issues claimed attention of its active members. Further, it was felt, by RCMA at least, that concerns over other aspects of the state's migrant education programming (meaningful parent participation and dropout prevention were among these) -- frequently expressed during Task Force meetings by farmworkers and agency representatives -- would be given constructive attention by DOE. But this was not to be.

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B. Reactivation of Task Force

Over the intervening years to the present it had become increasingly clear to us that the state's Migrant Education Program had slowly dissolved any meaningful role as a statewide educational program and had lapsed into a collection of county projects of varying competencies most fair, some good, several excellent, and several rather poor.

After a recent federal review of the program, the United States Department of Education issued a critical report on March 7, 1984 emphasizing "problems" with the state administration and program accountability. "The program is primarily operated as a flow through program (to local school systems) . . . rather than a state administered educational and support program for eligible migrant children." This federal report, along with Fla. DOE's response are included in Section Seven of this report.

- **It is the RCMA position that the Migrant Education Program originally was a state-wide program and administered as such. We hold that it must return to that status.**

An ever greater concern links the absence of meaningful parent involvement in the program to the tremendous migrant child dropout rate. In our opinion, parent participation and the dropout rate cannot be discussed one without the other. They are discussed together in detail in Section Three of this report. The fact that parent participation is quite limited in most county migrant child programs and that there are, with one marked exception, no programs of in-depth substance addressing the dropout problem has kept Florida with a high dropout rate. RCMA places Florida's dropout rate at 84%. The state's DOE vaguely seems to say the rate is less. Their explanation is in Section Four, along with that of the Washington State Superintendent of Public Instruction's brutally frank declaration, "We estimate that only 3 to 5 percent of migrant students that start kindergarten ever graduate."

- It is the RCMA position that Florida's migrant child dropout rate must be recognized as the tragedy it is and that Migrant Education funds entering the state must be realigned to address the tremendous need for dropout prevention efforts.

On April 5, 1984 and again on April 19, RCMA appeared before the State Board of Education seeking (a) the reactivation of the Task Force on Migrant Education, (b) a commitment to strong dropout prevention programming, and (c) a full examination of the total State Migrant Education Program with resultant recommendations to the Governor and Cabinet.

The Cabinet acceded to the RCMA requests. Full transcripts of the relevant portions of both meetings may be found in Section Six of this packet.

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C. Instructions of the State Board of Education to The Task Force on Migrant Education

In government a task force is appointed by an official body to study a problem or a series of related problems and then report back to that body with recommendations the task force feels are appropriate. We find it necessary to cite this rather elementary information because, in the case of this Task Force, there already is an inclination to view it as an arm of a subordinate office within DOE instead of an arm of the Governor and his fellow Cabinet officers who created it in their role as the State Board of Education.

On pages 34 and 35 of the official transcript of the April 19, 1984 meeting of the Board (see Section Six of this report) will be found the specific instructions for this Task Force:

1. ". . . take up as a priority a review of the $18 million budget which this program encompasses to determine if we are getting the best possible use of those dollars for migrant children" -- motion by Mr. Gunter.

2. "(make) an analysis of the U.S. Department of Education program audit" -- inclusion by Gov. Graham.

3. "(make) an evaluation of the standards and reporting upon those standards of student performance which the Task Force would consider to be appropriate for this Board to carry out its responsibility of managing the program, overseeing the management of the program" -- inclusion by Gov. Graham.

4. "Review the applications for the dropout prevention program" -- request by Mr. Rollason incorporated into Task Force agenda by Gov. Graham. Mr. Rollason's original request (p. 26 of transcript) was that the Task Force review these applications and make "their recommendations . . . back to you."

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D. What RCMA is Seeking

1. A firm statewide Migrant Education Program under policy to be established by the State Board of Education.

2. A Migrant Early Childhood program that sustains its present fine record and is further augmented with additional state funding.

3. That the Task Force -- controversial as this will be -- thoroughly explore the use or non-use of Chapter I regular funds with migrant children, to ascertain if the use of migrant Chapter I dollars are not in reality supplanting rather than supplementing the regular Chapter I funds.

4. A funding formula for all Migrant Education programs which gives added weight to service to current migrant children over former migrant children, using federal guidelines for this determination.

5. That the Task Force invite local schools and county administrators having exceptional local migrant projects to appear and make presentations to ascertain their suitability for inclusion in a statewide program.

6. Statewide guidelines and requirements for migrant parent advisory committees at the local level, regional level, and state level.

7. Recognition that solution to the dropout problem involving migrant children and their parents cannot be reached by the public schools alone, but that the schools must provide the primary community leadership in addressing the problem, that the schools must have a strong in-house dropout prevention program, that appropriate community agencies must be involved and funded to address the problems within the migrant communities during hours and days of the week suitable to work schedules of the parents.

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8. The annual allocation, as a beginning amount, of $2,500,000 of federal Migrant Education funds for statewide dropout prevention programming. Half of this to be allocated to participating district schools for in-house programming and half to non-profit agencies experienced in this work for programming within the migrant community and families, both working in close cooperation with each other.

9. Expansion of the Migrant Mini-Corps, a superlative dropout prevention tool currently in place in Homestead area secondary schools, into a statewide component of the Migrant Education Program.

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Migrant workers ask Graham to save education program

By **BILL KACZOR**
Gannett News Service

TALLAHASSEE — A farm workers' spokesman from Immokalee asked Gov. Bob Graham and the state Cabinet Tuesday to help save Florida's pre-school education program for migrant children from the budgetary axe.

He was accompanied by a group of 40 farm workers from around the state who were angry about a Department of Education decision to eliminate the program for three- and four-year-old children as a cost-cutting move.

"Push has come to shove and we are asking the Cabinet to do some shoving," said Wendell N. Rollason, executive director of the Redlands Christian Migrant Association.

Rollason asked the panel, which sits as the state Board of Education, for assistance in obtaining a $2.5 million appropriation from the Legislature to keep the program alive.

He also asked for changes in a state plan for spending $16 million in federal migrant education funds during the next school year, contending that the plan among other things would continue to allow the federal money to be spent for programs that are supposed to be state-funded.

The Cabinet, however, approved the plan as now written after Deputy Education Commissioner Roger Nichols said he would submit amendments at the panel's next meeting in June to meet the objections. He said delaying the main body of the plan until that time would slow down the federal approval process.

Both houses of the Legislature are scheduled today to consider a $14 billion appropriations bill for funding state government during the next two years. The proposed House version includes the money needed to keep the pre-school program alive, but the Senate bill does not.

Until now the program was funded out of the annual federal allocation plus surplus carry-over dollars from previous grants. Education Department officials decided to cut out the pre-school plan because there will be no carry-over money next year and Congress has indicated Florida would not get a dollar increase despite higher costs.

The federal money is allocated according to a head-count of school-age migrant children. No dollars are allocated for those in pre-school programs.

Attorney General Jim Smith told Nichols that he could tell legislators the Cabinet believes they should address the pre-school issue. Expressing his appreciation for the support, Nichols said, "Its been a fairly lonely stuggle."

Rollason said the program is virtually a life and death matter. Without it, he said, farm workers take their children to work with them. The result has been two or three deaths each year as children are run over by trucks, fall into wells and irrigation ditches or suffocate when left in cars.

He said the migrant officials in the Department of Education responded to such contentions by saying the state is not in the baby sitting business.

Rollason said 84 percent of the migrant children who start first grade fail to receive high school diplomas and that the pre-school program is needed to give them the grounding they need to succeed in school.

Despite his criticism, Rollason lauded Nichols and Education Commissioner Ralph Turlington for trying to obtain funds when they found out that lower echelon officials had decided to end the pre-school program.

He also found a particularly interested listener in Graham because the governor had worked with his organization as one of the 100 workdays that he made a part of his election campaign. Graham also is the only member of the panel with any direct influence on the Legislature through his veto power.

Afterward, the governor said he supported the pre-school program. However, before taking any kind of action, he said he wanted to find out more about possible diversion of federal funds by local school districts for use in remedial programs.

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Fort Myers News-Press, Wednesday, May 16, 1979

State education plan for migrant children called 'too little too late'

TALLAHASSEE (UPI) — The drop-out rate of migrant farmworkers' children is "appalling" and a state plan to solve the problem is "too little too late," a representative of migrant groups told the governor and Cabinet Thursday.

Wendell Rollason of the Redland Christian Migrant Association complained to Gov. Bob Graham and the Cabinet that a plan to be submitted to the federal government later this month is doomed because it is not comprehensive enough.

Rollason said the main problem is that state Department of Education plans to let individual school districts run the program.

"It is based on political necessities rather than the needs of the kids," Rollason said.

Rollason said about 84 percent of migrant farmworkers' children drop out before completing high school, and most don't even enter junior high school.

He said the state plan to be sumbitted for federal funding this month is "too little too late" because it fails to involve the agriculture industry, churches, civic clubs and retirees who he said should serve as tutors.

The plan also fails to ensure that Spanish-speaking people are involved at decision-making levels and does not contemplate special work schedules migrant workers would have to follow to reach migrant families at home.

Graham directed the Department of Education to come to an April 19 Cabinet meeting with several options for the Cabinet to choose on the plan, including plans that incorporate Rollason's ideas.

THE TAMPA TRIBUNE, Friday, April 6, 1984

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Policy change reflects Cabinet desire for statewide approach to problem.

Agencies for migrants to get state school aid

TALLAHASSEE — (UPI) — Drop-out rates higher than 50 percent among migrant farmworkers' children should be addressed by private voluntary agencies as well as local school boards, Gov. Bob Graham and the Cabinet have decided.

The decision Thursday reflects a willingness on the part of Graham and the Cabinet to consider a statewide approach to the problem, said farmworker advocate Wendell Rollason.

At Rollason's urging, Graham and the Cabinet adopted a change in a Florida plan to be submitted to the federal government. The plan tells how the state will use federal money earmarked for migrant education.

Local school boards would have decided how to use all the money under a plan submitted by the state Department of Education for approval by Graham and the Cabinet, who also serve as the state Board of Education.

Instead, nonprofit voluntary agencies such as the Redland Christian Migrant Association, Rollason's group, will compete with school districts for $400,000 of the total $20.2 million.

"Governor, the remark you made that maybe we should take a look at the statewide approach is right on target," Rollason said. "In individual counties there are exciting, different things going on. But they are isolated out because there is not a state plan."

Graham and the Cabinet plan at their next meeting to confirm appointments to a statewide task force on migrant education issues. On a motion by Insurance Commissioner Bill Gunter, the board voted to instruct the task force to place a high priority on the migrant drop-out problem.

"Mr. Rollason made a very damning presentation two weeks ago," Graham told DOE officials. "I underscore that the Congress looks to us, the people in this room," to make sure the federal money is well spent.

At a Cabinet meeting April 5, Rollason pointed out that the state's own figures show the migrant drop-out rate could be a high as 84 percent. State studies peg the rate at 55 percent, but the study has a 29 percent rate of error.

He said the plan developed by DOE for using the migrant education money was doomed because it was not comprehensive enough.

Rollason said the plan is "too little, too late" because it failed to involve the agriculture industry, churches, civic organizations and other groups he said could contribute to a solution.

Finally, Rollason said at the April 5 meeting, schools should not be in charge of the programs because migrant parents think their children are discriminated against by local school officials.

At Thursday's meeting, Rollason brought up another point.

"There are substantial changes in the patterns of Florida agriculture," he said. "Many citrus plantings are moving south.

"So we are going to see counties gaining migrant children and others losing migrant children. In the past there has been too much rigidity in the [migrant education] plan that did not allow this to be taken into account."

The Miami Herald / Saturday, April 21, 1984

Section Two

The Migrant Early Childhood Program

Introduction

Serving migrant 3 and 4 year-olds, this program permits hundreds of older siblings to attend school who otherwise would be kept at home as baby-sitters while parents harvest crops in Florida's fields and groves. Or, were it not for this program some parents would take these preschoolers into the fields with them, fields which the U.S. Department of Labor says are "the third most dangerous working areas in the country and the only ones in which the presence of small children is commonplace."

Last year three such children were accidentally killed in the fields. Four others burned to death while left unattended at home.

But the greatest benefit of all from the Early Childhood Program is the readiness level it develops in these 3 and 4 year-olds in their preparation for school years. To date, in our view, the greatest single contribution that the state's Migrant Education gives to migrant children, ages 5 to 17 (the ages mandated for these services by federal regulations) is the preparatory work done with the 3's and 4's. Those fortunate children hit kingergarten and first grade fully prepared, fully capable as the average of any of their peers from middle class America.

We include within this section a report on the Early Childhood Program written by Dale Hilburn, probably the best qualified individual within Florida's DOE to discuss migrant child education, a professional totally committed to this group of children.

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OFFICE MEMORANDUM

FLORIDA DEPARTMENT OF EDUCATION
Affirmative action/equal opportunity employer

PL 08 Room Capitol
Room Knott
Room Name of Building

To: Roger Nichols
Date: 04-02-84
From: Dale Hilburn
Refer Questions To:
Name
D/B/A:
Phone
Subject: Benefits of the Early Childhood Program

Upon examining the studies and other sources of information about migrant students who participate in Florida's Early Childhood Program, at least three benefits are suggested:

I. Migrant students who participate in the Early Childhood Program tend to experience improvement in the development of "readiness" skills such that they enter first grade at a level of preparedness which is roughly comparable to the non-migrant population.

II. Migrant students who participate in Early Childhood programs are less frequently retained in first grade than those who do not participate.

III. The longer that migrant students participate in Early Childhood programs the more likely they are to achieve close to grade level during the first three years of schooling.

An early evaluation of the Early Childhood pilot program (Curtis and Klock, 1970) found documented improvements in cognitive development, aural discrimination, oral precision, self-control, and self-concept (p. 87). The Annual FMCCP Evaluation reports for FY '78 and FY '79 reported that students participating in the Early Childhood programs scored within the "average" range (4th stanine) on the Metropolitan Readiness Test, Pre-Reading Composite. These data suggest that Early Childhood participation leads to the development of "readiness skills" at a level which is roughly comparable to the norms for the non-migrant population.

A study contained in the 1975 Annual FMCCP Evaluation reported data which support the following conclusions:

A. When neither group participated in an Early Childhood program, non-migrants had a much lower first grade retention rate than did migrants (14.2% vs. 32.6%);

B. However, when migrant students did participate in an Early Childhood program, their first grade retention rate dropped to 6.9%;

C. There was indication that length of time in the Early Childhood program further reduced the average first grade retention rate (1 year = 10%; 2 years = 4%; 3 years = 0%).

D. There is also indication that more benefit is derived when the child is started as early as possible (3 years old) in the program.

Summary data may be found in Table 1.

Table 1

Early Childhood Study

Area III

Early Childhood Participation	Total in Study	Number Repeating First Grade	Percent Repeating First Grade
Non-Migrants without	225	32	14.2%
Migrant without	89	29	32.6%
Migrants with (total)	364	25	6.9%
3 years	25	0	-0-
2 years	149	6	4.0%
1 year	190	19	10.0%
Migrants with 1 year only			
As a 3-year old	15	0	-0-
As a 4-year old	54	8	14.8%
As a 5-year old	121	11	9.1%

The 1978 Annual Evaluation report for FMCCP includes data which suggest that the longer migrant students participate in Early Childhood programs the more likely they are to exhibit achievement levels close to expected grade level during the first three years of school. The following Table 2 shows grade equivalents derived from the Stanford Early School Achievement Test and the Stanford Achievement Test, Levels I and II:

Table 2

Student Achievement

Grade	Years in the Early Childhood Program		
	1	2	3
1.7	G.E. = 1.5 (n = 228)	G.E. = 1.5 (n = 711)	G.E. = 1.6 (n = 115)
2.7	G.E. = 2.2 (n = 180)	G.E. = 2.2 (n = 705)	G.E. = 2.3 (n = 152)
3.7	G.E. = 2.6 (n = 149)	G.E. = 2.8 (n = 266)	G.E. = 3.1 (n = 26)

In addition to the data reported above, a more recent study of preschool experiences (ages 3 and 4) for the disadvantaged (Saily, 1979) indicates that the longer range effects are the more impressive.

> In the early grades, the differences in achievement between experimental and control groups were slight . . . but by eighth grade--nine years after the end of preschool--the experimental group tested the equivalent of more than one full grade higher than the control group. (p. 6)

Conclusion

Given the characteristic trend for underachievement by migrant students, the benefits described in this review of studies and information relative to the Florida Early Childhood Program support the original premise that educational programs for three and four year old migrant children improve future performance in school. The benefits include: (1) a level of "readiness" upon entering first grade which is about average for the non-migrant population; (2) a decrease in the frequency of first grade retentions; and (3) achievement profiles close to grade level during the first three years of schooling.

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Section Three

Involvement of Parents is Key to Dropout Prevention

A. Introduction

Far too often parent "involvement" in most Florida schools is limited (a) to cookie and Kool Aid affairs several times a year where well-rehearsed children perform and where please-sign-the-yellow-pad-so-that-we-have-a-record-of-who-was-here-thank-you is the other order of business, and (b) when Johnny or Juanito is in "trouble." And in the case of Juanito in farming areas, the schools usually cannot reach his parents, so the issues are dropped.

Involving parents in general is not easy. Involving migrant parents is even less so. But the results of persistence in such efforts can be both startling and enormously rewarding. Migrant parents do care. They feel it is the schools that don't.

Many school personnel challenge this statement, citing their own school's "good" parent involvement. RCMA has examined a number of such situations. And, without intending reflection on the parents involved or their deep commitment to their children, we have found that those particular parents fall into two categories, with rare exception. First are those who have the following characteristics: (a) while Mexican-Americans, are no longer migrants and haven't been for some years other than for short periods of time within Florida to maintain their migrant status; (b) significant portions of their family income derives from non-agricultural work; (c) that they entered into parent committee work because they have long realized that their child's successful future depends upon a better education than the parents possess; and (d) in all likelihood the children of these particular parents would "make it" even without their parents participation in formal school parent groups.

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Second are those parents who are still migrants. These we found to be primarily crew chiefs, men and women whose education is several notches above the norm of their peers and whose native leadership qualities make them more apt to perceive education as being of future benefit to their own children, as their own parents did for them.

But the schools are not reaching the bulk of the migrant parents, whose children make up the mass of migrant youngsters that comprise the 84% who drop out of school. And it must be acknowledged and fully understood that the schools alone cannot successfully reach this bulk of parents. The task is too great, too involved. There has to be a community-wide approach. However, and this is also key, the community leadership must originate from within the school system. These parents must see that it is the school that cares. The rest of us must be seen as being in support of the schools. For us to be perceived as "forcing" these concerns upon the schools could have very negative consequences on both the children and the parents.

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B. Suggestions for a State Dropout Prevention Plan

- The heart of RCMA's proposal for dropout prevention is a visibly close relationship between the agency on the outside and the local school system. This is imperative.

The State Migrant Education Dropout Prevention Plan, as we see it, must encompass the expenditure of funds within the schools for involvement of parents in the education of their children. This is a tough one. It needs expertise that may have to be provided through state-level technical assistance. (We include here an excerpt from a paper which addresses this subject, one that was delivered at the 1983 Annual National Migrant Education Conference in Portland, Oregon.)

The State Plan must encompass the realization that dropout prevention must begin in the early elementary grades.

The State Plan must provide for migrant child participation in after school athletics and other activities, with transportation provided home where necessary.

The State Plan must recognize, that the parental concerns for their younger children provides the school with willing cooperation in after school strengthening of basics. At the same time this requires innovative approaches that go far beyond plunking kids down at a desk for another two hours.

The State Plan must place heavy emphasis on obtaining counsellors for secondary level migrant students whose own origins are from the same culture as the youths involved.

We refrain here from speaking of our views as to what the State Plan should mandate for non-profit agency involvement. RCMA is submitting its own proposal for this, which in due course the Task Force will pass judgement on.

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What Effective Schooling Research
Says to Migrant Education
Program Planners

William G. Savard
and
Kathleen Cotton

Presented at:

17th Annual National Migrant Education Conference
Portland, Oregon

May 3-6, 1983

Assessment and Evaluation Program
Northwest Regional Educational Laboratory
300 S.W. Sixth Avenue
Portland, Oregon 97204

4. Parent Participation in Instructional Programs (Show overhead slide)

The participation of parents in the education of their children is a subject which has received considerable attention in recent years. Research conducted in the 1960's indicated that various home factors such as parents' socioeconomic status, educational level, and attitudes toward education, had more influence on children's school performance than all school-controllable factors combined. At the same time, society began to respond to reports of declining test scores and increased school discipline problems by calling for greater accountability on the part of the schools. Educators were told, in effect, that they must do more and that their capacity to do more was severely limited by factors beyond the school's control.

In response to these strong and seemingly contradictory messages, the educational community, with considerable federal support, began to develop programs which would enhance--and, in many cases, compensate for--the effects of home influences on the school performance of children. Many of these programs had parent involvement components. Migrant education is a notable example. There were several reasons for seeking parents' participation in the education of their children: providing additional instructional time for the children in cases where parents tutored them in the home, increasing parents' valuation of schooling, and improving their skills in supporting their children's learning, and finally, reducing home-school tensions. Migrant education embraced all of these purposes.

In recent years, various research projects have been undertaken to determine whether parents' involvement in their children's education does in fact bring about positive results. Most of these studies focused on parent participation in the education of preschool and elementary age children.

Overall, the studies found that parent participation has a positive effect on childrens' achievement, the more extensive the participation, the more positive the results. These findings emerged from studies of both preschool and elementary children; and with a variety of academic measures, in rural and urban settings; and with disadvantaged, special education, and regular students. Several studies cited positive outcomes other than achievement gains, including improved self-concept of parents and children, improved school-community relations and better student work habits. The kinds of parent participation which have the most positive effects on achievement at the preschool level are regular home instruction and parents working with teachers and children in classroom settings. Findings are inconclusive as to whether person-to-person training and supervision of parents as they work with their children at home is more positive than simply providing parents with an orientation and appropriate materials.

At the elementary level similar findings emerged. Parent involvement in any degree was positively related to achievement. The more the better. Further, home tutoring on a regular basis was found to be the most effective form of parent participation.

As everyone engaged in migrant education knows, getting parents involved is a difficult task. This is especially true of active migrants. But the research evidence clearly shows that the effort is worthwhile, especially if that effort is directed at getting the parents directly involved in the instruction of their children.

Parents' involvement can turn students around

Gannett News Service

WASHINGTON — Schools dragging the bottom in student achievement and attendance can be turned around by getting parents involved, says a Yale psychiatrist who watched it happen.

Two elementary schools in New Haven, Conn. — in areas where most parents are single and on welfare — climbed from the bottom of the academic heap to respectable test scores and above-average attendance records after parents got a voice in what the schools were doing, James P. Comer told a congressional task force Thursday.

Comer, a professor of child psychiatry, headed a Yale team that worked to build parent involvement in schools that ranked 32nd and 33rd academically among New Haven's 33 elementary schools. He says it resulted in a committee of parents — "primarily people on public welfare" — who worked with teachers and the principal to identify the school's problems and find ways to solve them.

Adversarial relationships between parents and teachers dissolved into trust and "energies that went into conflict now are used constructively," Comer says.

Students' test scores, which had averaged 18 to 19 months below grade level, now are at grade level, Comer says. One of the schools, Martin Luther King Elementary, had the highest attendance rate in New Haven two of the last three years.

A side benefit, he says, is that eight welfare parents returned to high school, went on to college "and now are professional people."

Comer's findings were echoed by others among 11 witnesses from across the country who told the task force of the House Committee on Children, Youth and Families how parent involvement helps children do better in school.

Research shows students' reading scores climb faster when teachers encourage parents to help their children at home, said Joyce Epstein of Johns Hopkins University's Center for the Social Organization of Schools.

But no correlation is found between parents' help and math scores, Epstein says, "probably because the most popular parent involvement" is in reading.

"Teachers might want to think more about how to involve parents in math activities," Epstein said.

The Hopkins research shows active parents produce "more positive attitudes toward school" in students, more regular homework habits and a closer relationship between the teacher and the family, Epstein reported.

Fort Myers News-Press, Friday, June 8, 1984

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Section Four

Concerns of Others on School Children and Schools

Introduction

In this section we are placing items which we have found of interest and think that you may, too.

First, is a news columnist's "If it Succeeds at Pahokee High . . ." which, to us, carries the essence of what is needed for successfully reaching children from outside society's main stream: a strong desire and a dedicated heart. Money, while obviously important, still "ain't where it's at." If they can do it in Pahokee . . . .

Second, are several news items reflecting the State Cabinet's concerns that the low achievers not be left behind in the state's push for tougher education standards. These concerns are legitimate. And certainly ones most relevant to those of us working with migrants and other farmworkers. Is Florida's dropout rate going to increase as school standards are raised? Initially, probably so. In fact, some news accounts are already saying that this is now occurring.

But it's not occurring in Pahokee. That's our point. There is no factor inherent in the general population of New York, for example, vs. that of Florida which enables New York to have both higher educational standards and lower dropout rates than Florida. The explanation is to be found elsewhere.

Third, RCMA makes no claim to having a monopoly of concern for school dropouts. State Rep. Bob Johnson has strong personal feelings on this. The House leadership also has broad concerns in this area.

We include a "bill analysis" of Rep. Johnson's bill creating the Dropout Prevention Target Program as well as a copy of the bill itself. This is followed by a copy of the report "A Study of Florida Secondary School Dropouts" prepared at the instructions of the Speaker of the House. Both documents relate to Florida's school dropout problems across the board, not just migrant students.

Fourth, we furnish two items addressing this elusive statistic, Florida's (and/or the nation's) dropout rate for migrant children. RCMA pegs this at 84% here in Florida, based upon an analysis we did a few years ago. We see no evidence of any improvement. In fact, we feel the situation could be getting worse. Herein we include a report on "Survival Ratios by Grade Groups for the Total School Population and Identified Migrants." This was prepared for us by DOE's Management Information Services. When read in relation to the qualifying comments noted under the listed percentages, one is left with more than a few questions. This, in turn is followed by a page reproduced from a report that quotes Washington State's top educator saying, "We estimate that only 3 to 5 percent of migrant students . . . ever graduate."

Whatever the number, the picture is appalling.

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ARE FLORIDA'S AMBITIOUS EDUCATION GOALS REALISTIC?

If It Succeeds at Pahokee High . . .

By MARTHA MUSGROVE
Of The Herald's Editorial Board

Musgrove

WHEN Pahokee High School Principal Jack Redding wanted to raise student scores on math tests, he ordered the subject introduced into home economics and physical education classes.

"There are dozens of ways to teach math in those classes — laying out a football field, figuring earned-run averages, halving a recipe," explains Mr. Redding.

Math scores at Pahokee have improved 50 points over the last five years. They still lag the also improving Palm Beach County average but only by four points. On 10th-grade tests of communications skills Pahokee High School students now exceed the county average, having raised their scores by 19 points.

Innovations that lead to remarkable improvement such as has occurred at Pahokee High School are exactly what Education Commissioner Ralph Turlington, Gov. Bob Graham, and other cabinet members currently touring Florida high schools hope to encourage. They know that what happens at schools like Pahokee will determine whether the state's public schools ever are recognized among the nation's top 12.

PAHOKEE High is not one of the state's suburban middle-class schools crowded with college-bound seniors waiting to enroll in computer classes. Pahokee High School is a 60-year-old school with a student body 76 per cent black and a dropout rate of 50 per cent. The cracks in the library walls are so wide that a volume of John Dewey's *Democracy and Education* wouldn't fill them. The Southern Association of Colleges and Schools has placed the school on probation.

But good things are happening at Pahokee. Not only are test scores rapidly improving, but construction is slated to begin later this year on a new building that will protect the school's accreditation. "White flight," brought on by integration 10 years ago, has been halted. Tutorial reading, writing, and geography classes have been initiated. Night classes have been started to encourage students to take the Scholastic Aptitude Test (SAT) and to try for college scholarships.

Pahokee-type successes will have to become commonplace if Florida is to take a place among the "upper quartile." The challenge is ominous. Florida now ranks 46th in its per cent of high-school students graduating, 30th in the number of commended Merit Scholars, 28th in per-pupil expenditures, and 37th in teacher salaries, which average $16,907 in 1982 as compared to the national average of $19,064.

"**STATEWIDE** lot of attention has focused on teacher's salaries as if they were the sole measure of the public-school program. Salaries are important; we must be competitive. But we won't see teacher's salaries rising much more until we also begin to see improvements in the classroom," Mr. Turlington candidly told the teachers, students, and parents gathered in the Pahokee High School Library recently.

The state will measure improvement by student test scores and by such diverse other measures as the number of commended Merit Scholars, teachers with advanced degrees, library books in circulation, and employers' expressions of satisfaction with the vocational-education program. Typically the goals aim for broad-based achivement. For example, the state could improve its national-test scores simply by limiting the number of students who take such exams. Instead the cabinet opted to improve scores while increasing the number of students taking the exam to 2,222 annually from 1,287. A higher risk, but a more meaningful goal.

"Everybody needs a scoreboard," insists Mr. Turlington, "If you took down the scoreboard nobody would pay attention to the game. Attendance would drop. The enthusiasm of the players and the coaches would wane." He dismissed criticism that teachers will simply "teach the test. I hope they do teach the test. The tests measure what we want students to learn."

It has taken nearly two years to develop the state's bench marks. When "we started looking for a scoreboard, we learned just how hard people had worked to be sure no one could keep score on education," Mr. Turlington adds ruefully, "but this is not a fad. We are setting up a program that will make competition and an appreciation for excellence a permanent part of our education system."

CAN Florida realistically expect to meet such an ambitious goal in five years?

"Well," mused Mr. Turlington, "If we want to move ahead we've got to be positive. We have to set goals worth achieving. If your goal is not to lose by more than 30 points, your team will never be a winner."

If the goals can be reached in Pahokee — where winning progress already is evident — they can also be reached in West Palm Beach, Fort Lauderdale, and Miami.

The Miami Herald / Wednesday, Jan. 11, 1984

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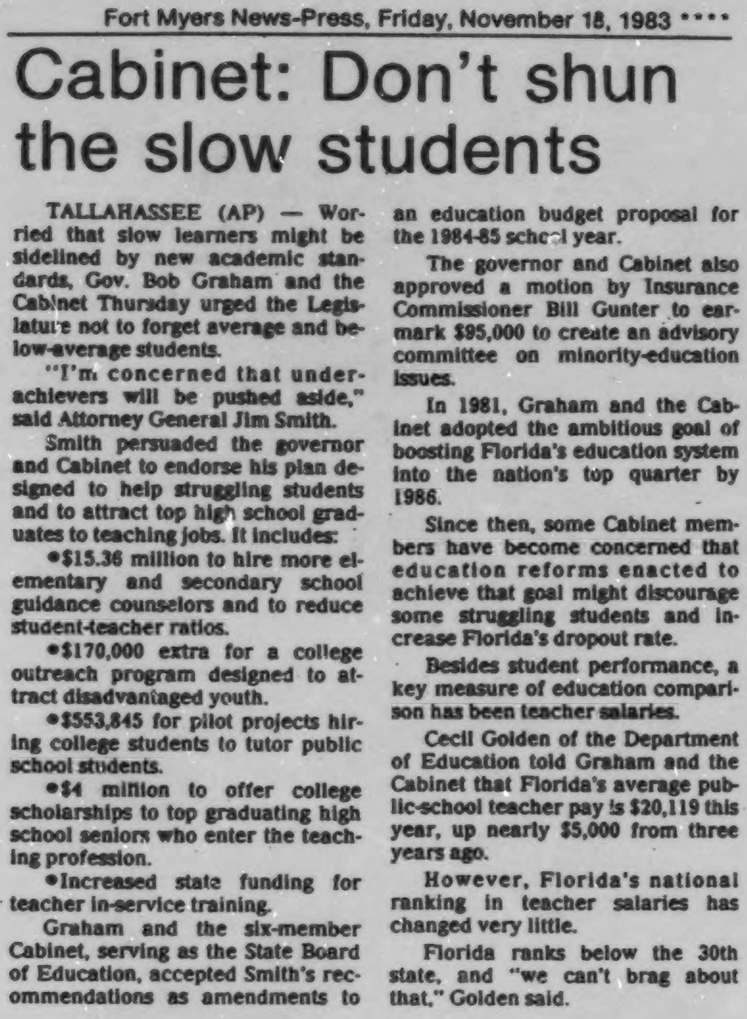

Fort Myers News-Press, Friday, November 18, 1983 ****

Cabinet: Don't shun the slow students

TALLAHASSEE (AP) — Worried that slow learners might be sidelined by new academic standards, Gov. Bob Graham and the Cabinet Thursday urged the Legislature not to forget average and below-average students.

"I'm concerned that underachievers will be pushed aside," said Attorney General Jim Smith.

Smith persuaded the governor and Cabinet to endorse his plan designed to help struggling students and to attract top high school graduates to teaching jobs. It includes:

- $15.36 million to hire more elementary and secondary school guidance counselors and to reduce student-teacher ratios.
- $170,000 extra for a college outreach program designed to attract disadvantaged youth.
- $553,845 for pilot projects hiring college students to tutor public school students.
- $4 million to offer college scholarships to top graduating high school seniors who enter the teaching profession.
- Increased state funding for teacher in-service training.

Graham and the six-member Cabinet, serving as the State Board of Education, accepted Smith's recommendations as amendments to an education budget proposal for the 1984-85 school year.

The governor and Cabinet also approved a motion by Insurance Commissioner Bill Gunter to earmark $95,000 to create an advisory committee on minority-education issues.

In 1981, Graham and the Cabinet adopted the ambitious goal of boosting Florida's education system into the nation's top quarter by 1986.

Since then, some Cabinet members have become concerned that education reforms enacted to achieve that goal might discourage some struggling students and increase Florida's dropout rate.

Besides student performance, a key measure of education comparison has been teacher salaries.

Cecil Golden of the Department of Education told Graham and the Cabinet that Florida's average public-school teacher pay is $20,119 this year, up nearly $5,000 from three years ago.

However, Florida's national ranking in teacher salaries has changed very little.

Florida ranks below the 30th state, and "we can't brag about that," Golden said.

****Fort Myers News-Press, Monday, January 9, 1984

Cabinet finds enthusiasm for school reforms but concern in the state for slow learners

TALLAHASSEE (AP) — Instead of adopting an "ain't-it-awful" attitude, many students and teachers seem enthusiastic about Florida's bid to upgrade academics, say traveling Cabinet officers.

But some educators are concerned that below-average students might be forgotten in the state's quest for educational excellence.

"The students and school personnel are receiving the challenge to do better with enthusiasm," says Secretary of State George Firestone. "I've been more impressed with attitudes at school during my recent trips compared to previous visits."

Gov. Bob Graham and Cabinet members are in the midst of a high school visitation program arranged by Education Commissioner Ralph Turlington.

The governor and Cabinet officers are supposed to tour five or six high schools individually this academic year, says Frank Mirabella, an aide to Turlington.

The visits were designed to boost interest in Florida's 1981 goal to make Florida's education system among the nation's top 25 percent in five years. Graham and Cabinet members serve as the State Board of Education.

A key method of comparing Florida to the rest of America will be students' scores on standardized tests, such as national college-entrance exams.

Last year, the legislature approved sweeping education reforms that made Florida's high school graduation requirements the toughest in the Southeast.

By 1987, Florida high school students must earn 24 academic credits to graduate, including four years of English and three years of math and science.

"Instead of adopting a negative attitude about the changes, instead of saying 'ain't it awful,' students have been positive because they know that greater academic rigor will be to their benefit," says Graham.

The governor launched the visitation program last fall at Riverview High School in Sarasota.

Attorney General Jim Smith has found that some educators share his concern that new emphasis on college-bound students might undercut the educational needs of low achievers.

One high school principal told Smith that education reforms would help average and above-average students, "but slow learners will be in trouble," Smith said.

"Not all high school students are going to college, and we should recognize that," says Agriculture Commissioner Doyle Conner. "To assume that all students must go to college is inappropriate."Some working students will have difficulty keeping part-time jobs as they try to meet expanded graduation requirements, says Conner.

Other teen-agers have complained to some Cabinet officers about Florida's new law that requires high school students to take two years of a foreign language to enter a state university by 1987.

The House Higher Education Committee voted 10-8 last month for a bill by Rep. Wayne Hollingsworth, D-Lake City, that would delete the foreign language admission requirement.

Despite the grumbling, Secretary of State Firestone is a strong supporter of increased language study.

"Speaking a foreign language is becoming a survival skill in Florida," says Firestone, adding that bilingual graduates will find greater opportunities in the job market.

Meanwhile, Insurance Commissioner Bill Gunter says teachers and administrators told him that school salaries must go up to attract and retain quality educators.

"I agree," Gunter said.

Smith said this point was demonstrated when he asked a group of college-bound students if they were interested in teaching careers.

"No one raised their hand," the attorney general said. The students said the teaching profession lacked prestige and economic opportunity, Smith said.

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Education reforms 'ignore dropout problem'

Rep. Bob Johnson, R-Sarasota, says he will try to convince his colleagues that a study is needed to examine the problem of high school dropouts in Florida.

TALLAHASSEE (AP) — Florida's new education reforms have ignored the problems of students who drop out of school because they can't do the work or have to help support their families, says a state lawmaker who dropped out himself to help his family.

Rep. Bob Johnson, R-Sarasota, says he will try to convince his colleagues that a study is needed to examine the problem of high school dropouts in Florida.

"The state is in the business of education and has a duty to see about these things," Johnson said Sunday, in an article published in the Tallahassee Democrat.

Johnson said he wants to know why some students leave school before graduation and thinks the state should be willing to spend whatever it takes to find out.

"It's just incredible that everybody's got these wonderful ideas (to improve schools), but nobody's paying attention to this problem," Johnson told the newspaper.

Johnson, 49, dropped out of high school while a youth in Tampa because his mother died and he had to help support his family, the legislator said.

He returned to high school, graduated from Florida State University and earned a law degree from the University of Florida. He is now an attorney practicing in Sarasota.

In Florida, the state education department estimated there were nearly 27,500 dropouts in Florida in 1982.

However, state education officials and legislative analysts caution that it's hard to document the number of dropouts.

For example, children of migrant workers attend school in Florida and then travel to other states. Children of families who spend their winters in Florida also leave.

In both cases, the children may have earned high school diplomas in other states but in some surveys they are counted as Florida dropouts, officials said.

The National Conference of State Legislatures, citing U.S. Department of Education figures, placed Florida's high school dropout rate at 36.3 percent, third highest in the nation behind Louisiana and Mississippi.

But Florida education officials cite the 1981 federal study as misleading because migrant children and those whose families vacation in Florida are counted as dropouts.

Despite Johnson's call for an accurate picture on school dropouts in Florida, Education Commissioner Ralph Turlington said Florida's new education reforms will not force more children to leave school.

The 1983 legislature approved new reforms that increase the number of credits required to graduate from high school and require students to take more years of math, science and English.

"Just because you have fewer standards doesn't mean you have more students," Turlington said.

Fort Myers News-Press, Monday, December 26, 1983

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EDUCATION, K-12 COMMITTEE
FLORIDA HOUSE OF REPRESENTATIVES

Bill Analysis

BILL NO: PCB 84-5

SPONSOR: Education, K-12 Committee

OTHER COMMITTEES OF REFERENCE:

SIMILAR/COMPANION BILLS:

DATE: February 21, 1984 (Revised March 29, 1984)

I. SUMMARY

A. Present Situation

Current figures reflect that during 1982-1983 school year, 27,513 Florida students dropped out of school between grades 7-12. In a report issued by Terrence Bell, U.S. Secretary of Education, the dropout rate for Florida was 37%, placing the state at 46 out of 50. However, due to the mobile nature of Florida's population, and the slightly different definition of dropout used by the federal government this figure may not accurately reflect the actual dropout rate in Florida.

In Florida, each school board is mandated, by rule 6A-671(6)(c), to establish and maintain placement services and followup to assist students graduating from or dropping out of public schools. Some districts have implemented such programs; most, however, seem to be aimed at placement rather than retaining potential dropouts in school. Accurate statistics are currently unavailable on this point.

Currently, the Redlands Christian Migrant Association is operating a dropout prevention program. This program was funded at $85,000 for fiscal year 1983-1984, but is applicable only to migrant children.

No statewide Dropout Prevention Target Program for students in public schools is presently in place.

B. Effects of Proposed Changes

This bill creates the Florida Dropout Prevention Target Program. It authorizes the Department of Education to develop and test an exemplary target program aimed at early identification of students at high risk of droping out of school and the initiation of remedial efforts which would effectively prevent them doing so. The exemplary target program, administered by DOE, would commence during the 1984-1985 school year and run seven years through 1990-1991.

The measure sets forth target program objectives. It also provides guidelines for implementation of the program, including factors to be considered in selecting three school districts for inclusion in the program.

The creation of a community council of 10 members in each of the three participating school districts is required by the bill. Each Council's responsibility includes local coordination of the program, local oversight, reporting duties, local resource inventory, and the selection of one school within the district where the target program is implemented. The selected school will identify 30 high-risk potential dropouts and work intensively with these students to keep them in school.

The measure requires the community councils to submit annual reports to DOE concerning the status of the target program within the participating districts. It also mandates DOE to submit an interim and final evaluation report to the Legislature and the Governor.

The bill also creates a Statewide Dropout Prevention Task Force. The Task Force is responsible for completing a study on the dropout problem in Florida, assisting in program design and implementation, statewide oversight, and assisting in preparing a report to the legislature.

The act would take effect July 1, 1984.

II. FISCAL IMPACT

It is estimated that the cost of implementing the Florida Dropout Prevention Target Program will be approximately $55,000 for the first year. Thereafter, the program will roughly cost $200,000 per year.

Prepared By: Carla Lunetta

Staff Director: Mary Wolfgang

A bill to be entitled

A act relating to education; creating the Dropout Prevention Target Program;

Be It Enacted by the Legislature of the State of Florida:

Section 1. Short title: This act may be cited as the Florida Dropout Prevention Target Program.

Section 2. Intent.

It is recognized that education enhances each person's chances of becoming a productive member of society. It is also recognized that the problem of school dropouts is a pervasive one which greatly limits an individual in obtaining gainful employment. It is the intent of the Florida Legislature to cooperate with the Department of Education and with selected school districts to develop an exemplary target program aimed at preventing students from dropping out of school by early identification and initiation of remedial measures.

Section 3. Program Objectives.

Beginning with 1984-1985 school years and continuing for a period of 7 years, the Department of Education, in cooperation with 3 selected school districts, university faculty, staff development specialists, community resources, the Florida Dropout Prevention Task Force, and other consultants, shall develop, field test, and revise, as necessary, a target program to meet the purpose of this act. The program shall be organized around the following objectives:

(1) Using all resources available, thoroughly analyze the problem of school dropouts in the state.

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(2) Identify characteristics of students which place them in high risk of dropping out of school.

(3) Identify and assess the status of services from state and local agencies and private industry available to such high risk students.

(4) Establish a program aimed at preventing students from dropping out of school. Such program shall be implemented in 1 school in 3 selected districts.

(5) Monitor and evaluate the effectiveness of the program.

Section 4. Florida Dropout Prevention Task Force.

(1) There is created a Florida Dropout Prevention Task Force. The Task Force shall consist of 9 members representing a broad economic, social, and ethnic spectrum. At least 5 members shall be educators. One member shall be appointed by the Governor, 2 members by the President of the Senate, and 2 members by the Speaker of the House of Representatives. The remaining members shall be appointed by the Department of Education.

(2). Each member shall be entitled to per diem and expenses for travel as provided in s. 112.061 while carrying out official business of the Task Force.

(3) The Task Force shall be assigned to the Department of Education for administrative purposes. The Department of Education shall identify a Director and Staff Assistant to coordinate the activities of the Task Force, to act as liason between the Task Force, Department of Education, and local communities councils, and to assist in the implementation of the Target Program. The Department of Education shall provide technical assistance as necessary to carry out the purposes of this act.

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(4) The Task Force shall:

(a) In conjunction with the Department of Education, study the problem of school dropouts in Florida;

(b) Design, in conjunction with the Department of Education, an exemplary program aimed at reducing the number of school dropouts;

(c) Meet as necessary to carry out the objectives of this act;

(d) Conduct oversight of the Florida Dropout Prevention Target Program.

(e) Assist in the implementation of the Florida Dropout Prevention Target Program in the 3 selected school districts;

(f) Prepare and submit, in conjunction with the Department of Education, an interim and final report to the Legislature. Such report shall include recommendations for dealing with school dropouts.

Section 4. Target Program Implementation

(1) The Department is authorized to select 3 school districts to participate in the 7 year target program. Each school district may apply for participation on forms prescribed by the Department. Guidelines and application procedures for the selection of the participating districts shall be developed by the Department. The guidelines shall include the following factors which shall be considered in the selection process:

(a) Population of the school district. One district shall have a population of 500,000 or more; one district shall have a population ranging from 100,000 to 499,999; and one district shall have a population less than 99,999;

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(b) Urban or rural nature of the school district. At least one school district shall represent a rural community;

(c) Dropout rate within the school district. Those districts with high dropout rates will have priority for participation in the target program;

(d) Socio-economic demographics of the school district. The districts selected shall reflect a broad cross-section of economic, social, and ethnic backgrounds;

(e) Ability of the district to offer a special curriculum, reduced class sizes, and individualized plans to potential dropouts;

(f) Commitment by the district school board to cooperate with the Department to meet the objectives of the target program;

(2) Each school district selected for participation in the target program shall appoint a community council of 9 members. The members shall be composed of 5 educators and 4 private citizens representing a broad spectrum of social, economic and ethnic interests in the community. Such community council shall meet periodically, as necessary, and its duties shall include:

(a) Selecting 1 school within the district in which the target program will be implemented.

(b) Identifying resources available in the community which may assist in preventing students from dropping out of school. Such resources may include:

1. Counseling services

2. Career guidance

3. Tutoring and other assistance necessary for mastery of necessary academic skills

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4. Job placement assistance

5. Social support services

6. Financial assistance

7. Medical services

(c) Enlisting the aid of local industry to provide potential dropouts with work/study options and other appropriate assistance.

(d) Enlisting the aid of parents to prevent students from dropping out of school.

(e) Monitoring the implementation of the target program at the selected school.

(f) Periodically reporting to the Department of Education regarding the progress of the target program

(g) Local planning, oversight, and evaluation of the effectiveness of the target program at the selected school.

(5) Each school selected by the community council shall identify 50 students for participation in the target program. The students selected shall be those who reflect characteristics which place them at high risk of dropping out of school.

(3) The target program shall be implemented over a 7-year period.

(a) During the first year, the Department and the Task Force shall conduct a statewide study on the problem of school dropouts. Such study shall examine the reasons why students drop out of school and effective preventative measures.

(b) The second year shall be a planning phase. The Department of Education, in cooperation with the Task Force shall design an exemplary program for implementation in the 3 selected school districts.

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(c) Implementation in the selected school districts shall take place during years 3 - 6.

(d) Evaluation of the effectiveness of the program shall be accomplished during the 7th year.

The Department of Education shall administer the target program and provide technical assistance to the participating school districts, as necessary to carry out the objectives. The selected school districts may use funds received to hire such personnel as necessary to implement the target program within their district.

Section 5. Reporting:

(1) Each community council shall report annually to the Department and Task Force on the status of the target program implemented within the school district. Such report shall contain data and information as specified in rules promulgated by the State Board of Education.

(2) The Department and Task Force shall submit an interim and a final evaluation report to the Legislature and Governor. The final evaluation shall be submitted no later than April 1, 1991 and shall include findings and specific recommendations.

Section 6. Rules:

The State Board of Education is authorized to adopt rules necessary to implement the provisions of this act.

Section 7. Funding

There is hereby appropriated from the General Revenue Fund to the Department of Education the sum of $______ to implement the Florida Dropout Prevention Target Program.

Section 8. Effective Date

This act shall take effect July 1, 1984.

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FINAL REPORT

A STUDY OF
FLORIDA SECONDARY SCHOOL DROPOUTS

MARCH 1984

SPONSORED BY:

THE OFFICE OF THE SPEAKER
FLORIDA HOUSE OF REPRESENTATIVES

AND

COMMISSIONER OF EDUCATION
FLORIDA DEPARTMENT OF EDUCATION

MARCH 1984

SUBMITTED BY:

MGT of America, Inc.
2425 Torreya Drive
Tallahassee, Florida 32303

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A STUDY OF FLORIDA SECONDARY SCHOOL DROPOUTS

PREFACE

During the 1982-83 school year, 27,518 students or 3.9% of the students in Florida's public secondary schools, grades 7-12, dropped out of school. Little was known about these students at the state level other than their race. Why had they dropped out of school? What was their background? What did they perceive as needing a change in the schools?

These and other questions were raised by staff of the Office of Speaker, Florida House of Representatives. Following consultation with Florida Department of Education staff, a joint House/Department project was devised to develop a profile of dropouts, their problems/concerns, and current status. The consulting firm, MGT of America, Inc., was contracted to survey the former students and analyze the results.

The results of the survey are presented in this report. The House and the Department will utilize this information to assess, evaluate, develop, and fund programs. Special thanks are given to the school personnel that assisted in the study and to the former students that took the time to respond to the survey.

INTRODUCTION

Staff from the Speaker's Office, the Division of Public School MIS section, and the contractor developed a survey design and methodology. Former students (dropouts) would be surveyed directly by the contractor to determine their current status, information on their family background, when and why they nad dropped out, and changes they would make to help decrease dropouts.

Using an existing count of dropouts, a 15% random sample was drawn for 391 secondary schools in the state that had reported dropouts during 1982-83. Each school was provided with a list of numbers to be used in conjunction with the school's alphabetical listing of 1982-83 dropouts in order to pull a random sample of names. The names and addresses of the selected students were then sent to the contractor for preparation of a mailing list. The 15% sample (4,168 students) generated an actual listing of 3,559 students (12.9%) to be surveyed.

A survey instrument was developed closely paralleling that used by the National Center for Education Statistics in a 1982 nation-wide follow-up of dropouts. The instrument was field-tested on a number of high school students before final adoption.

FINDINGS

Following an initial mail-out and a follow-up mailing, 1,009 useable responses were received or 34.5% of the delivered surveys. There were 603 surveys returned due to insufficient address and 31 found unuseable. The 34.5% return assumes there were 2,925 surveys actually delivered. While not an excellent rate of return for a survey, having over one-third of the potential respondents in a group like dropouts respond to a school related survey is a fairly good rate of return.

Based upon the survey returns, a general profile of a Florida public school dropout follows:

- white, male;
- lived with both parents;
- still lives with parents;
- parent's annual income under $20,000;
- parents's education no higher than 12th grade;
- two siblings;
- one or more siblings had also dropped out;
- lived in an urban area;
- 16 years old when dropped out;
- dropped out in the 11th grade;
- had failed one or more grades in secondary school;
- dropped out because of bad grades or just did not like school;
- felt there should be changes in school rules and in staff attitudes towards students;
- had entered an adult high or vocational school;
- was not now employed.

Obviously, there is no typical student that is, or will be, a school dropout. However, this survey points out at least two indicators that could be helpful in locating potential dropouts. The two indicators are shown below along with the percent of respondents that fit the indicator.

- Brother or sister had dropped out, 48.2%.
- Repeated a year in grades 7-12, 45.3%.

When used in conjunction with other factors listed in the dropout profile provided earlier, especially low school grades, feeling that the school doesn't care, and low education of parents, schools would be able to identify potential dropouts for receipt of preventive attention.

The following narrative and tables present the key findings of the survey. The percent of students responding to each of the 24 items of the questionnaire are provided in Appendix A.

The race/ethnic distribution of the respondents was reasonably close to that of the total 1982-83 school dropout population in Florida. The returns were a little higher for whites and females as can be seen in Table 1 where the survey population is compared with the actual dropout pool.

Table 1

PERCENT SEX/RACE DISTRIBUTION OF DROPOUTS

	State Total	Survey Respondents
Male	54.4%	50.8%
Female	42.6	49.2
White	67.6	75.2
Black	24.1	19.1
Hispanic	7.8	4.8
Other	0.6	1.0

Family Characteristics

Over 54% of the white and Hispanic students lived with both parents during high school as did 29% of the blacks. The mother was the head-of-household for 55% of the black students. Over 71% of the students are still living in the same home as they did before dropping out. White females had the largest number changing home situations.

Family income and education of parents followed expected patterns with the majority in the under $20,000 income range and with 12th grade or less in education. Nearly 30% did not know their family income and over 15% did not know their parent's level of education.

White students tended to have 1 or 2 brothers/sisters while minority students had 3 or 4. Nearly 50% (or more in some cases) of the student had one or more siblings that had also dropped out of school.

Student Characteristics

With the exception of black males, the most frequent age of a dropout was 16. Black males were typically 17 years old. The majority of the students left school during the 10th or 11th grades. There was a fairly even distribution of dropouts over the entire school year with whites highest in December - March; blacks highest in October, January, March, and May; and Hispanics showing no significant peaks during the year.

Failing a grade in school, especially grades 7-12, was an obvious factor common to dropouts. From 23% of the white females to 43% of the black males repeated a grade in elementary school and from 35% (white females) to 62% (black males) of the dropouts repeated a grade in secondary school. (See Table 2).

TABLE 2

NUMBER AND PERCENT THAT REPEATED A GRADE

	White		Black		Hispanic		Other		
	Male	Female	Male	Female	Male	Female	Male	Female	Total
Elementary	105	72	30	26	5	9	3	0	
(K-6)	35.00	23.00	43.48	35.14	33.33	42.86	75.00	0.00	250
Secondary	159	114	46	38	11	9	4	2	
(7-12)	49.69	35.29	62.16	49.35	50.00	42.86	100.00	40.00	383

Student's Sources of Advice in High School

Who does a student with problems turn to in school for advice? Nearly one-half of all students did not go to school personnel for help. As can be seen in Table 3, from 39% (white) to 56% (Hispanic) did not seek advice at school. As would be anticipated, the guidance counselor was the most frequent source of advice and teachers were the next choice.

TABLE 3

Students' Source of Advice in High School
(Number and percent checking each source.)

	White			Black			Hispanic			Other			Grand
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Total
	35	25	60	8	4	12	2	3	5	0	0	0	77
Principal	9.2	6.9	8.1	8.7	4.3	6.5	8.7	12.0	10.4				7.8
	30	22	52	6	0	6	3	4	7	0	0	0	65
Asst. Principal	7.9	6.0	7.0	6.5	0.0	3.2	13.0	16.0	14.6				6.6
	158	172	330	29	34	63	7	6	13	0	1	1	407
Guidance Counselor	41.7	47.3	44.4	31.5	36.2	33.9	30.4	24.0	27.1		20.0	10.0	41.2
	52	54	106	6	7	13	1	1	2	0	0	0	121
Dean of Students	13.7	14.8	14.3	6.5	7.4	7.0	4.3	4.0	4.2				12.3
	67	67	134	13	17	30	5	2	7	0	0	0	171
Teacher	17.7	18.4	18.0	14.1	18.1	16.1	21.7	8.0	14.6				17.3
	21	32	53	6	7	13	1	0	1	0	0	0	67
Social Worker	5.5	8.8	7.1	6.5	7.4	7.0	8.7	0.0	2.1				6.8
	39	61	100	7	4	11	1	2	3	0	0	0	114
Other	10.3	16.8	13.5	7.6	4.3	5.9	8.7	8.0	6.3				11.6
	150	145	295	45	39	84	13	14	27	5	4	9	415
No One	39.6	39.8	39.7	48.9	41.5	45.2	56.5	56.0	56.3	100.0	80.0	90.0	42.0
Total Responses*	552	578	1,130	120	112	232	33	32	65	5	5	10	1,437
Total Respondents**	379	364	743	92	94	186	23	25	48	5	5	10	987

* Total responses will be greater than the number of students since students could mark more than one response.

**Total number of persons, by race/sex responding to this item. Percents are computed based on total respondents in each race/sex category.

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The reasons given by students for not seeking advice from school personnel centered around the following:

- o White - Didn't want or need advice, 27.7%
  - Wanted to make own decision, 13.4%
  - Talked with family, 13.1%
- o Black - Didn't know who to go to, 31.6%
  - Wanted to make own decision, 14.7%
  - School staff seemed too busy, 14.7%
- o Hispanic - Didn't want or need advice, 25.9%
  - School staff seemed too busy, 18.5%
  - Talked with family, 14.8%

Reasons for Dropping Out

There are many reasons given for dropping out of school. Sixteen choices were provided on the survey with each student marking an average of two reasons. Often students used the space for "Other" reason to expand on their reason for dropping out. A list of the "Other" comments is in Appendix B.

Table 4 provides the full distribution of reasons for dropping out. The three most frequently selected reasons are:

- o White - Disliked school, 37.9%
  Poor grades, 35.8%
  Problems with teachers, 22.3%
- o Black - Poor grades, 30.0%
  Pregnant (females), 23.3%
  Expelled/suspended, 16.1%
- o Hispanic - Poor grades 20.5%
  Expelled/suspended, 18.2%
  Offered a job, 18.2%

As can be seen above, poor grades are common to all three groups. Typically, males selected this reason and expelled/suspended more than females. Doing poorly on the 8th and/or 11th grade state tests only ranked 12th out of 16 reasons.

TABLE 4

Reasons Given for Dropping Out of School
(Number and percent selecting each reason)

	White			Black			Hispanic			Other			Grand
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Total
Expelled/Suspended	69 18.8	30 8.2	99 13.5	21 24.7	8 8.4	29 16.1	6 27.3	2 9.1	8 18.2	0 0.0	2 40.0	2 25.0	138 14.3
Married	14 3.8	62 17.0	76 10.4	1 1.2	5 5.3	6 3.3	1 4.5	1 4.5	2 4.5	0 0.0	0 0.0	0 0.0	84 8.7
Pregnant	0 0.0	56 15.4	56 7.7	0 0.0	42 44.2	42 23.3	0 0.0	4 18.2	4 9.1	0 0.0	0 0.0	0 0.0	107 11.1
Poor Grades	15.7 42.8	10.5 28.8	26.2 35.8	29 34.1	25 26.3	54 30.0	5 22.7	4 18.2	9 20.5	0 0.0	0 0.0	0 0.0	32.5 33.7
Support Family	32 8.7	22 6.0	54 7.4	8 9.4	10 10.5	18 10.0	2 9.1	2 9.1	4 9.1	0 0.0	0 0.0	0 0.0	76 7.9
Offered Job	79 21.5	18 4.9	97 13.3	6 7.1	2 2.1	8 4.4	5 22.7	3 13.6	8 18.2	0 0.0	2 40.0	2 25.0	115 11.9
Military	12 3.3	0 0.0	12 1.6	6 7.1	2 2.1	8 4.4	1 4.5	0 0.0	1 2.3	0 0.0	0 0.0	0 0.0	21 2.2
Disliked School	158 43.1	119 32.7	277 37.9	12 14.1	14 14.7	26 14.4	5 22.7	1 4.5	6 13.6	1 33.3	2 40.0	3 37.5	312 32.4
School Dangerous	12 3.3	14 3.8	26 3.6	3 3.5	1 1.1	4 2.2	1 4.5	0 0.0	1 2.3	0 0.0	0 0.0	0 0.0	31 3.2
Left Home	31 8.4	50 13.7	81 11.1	6 7.1	8 8.4	14 7.7	1 4.5	1 4.5	2 4.5	0 0.0	2 40.0	2 25.0	99 10.3
Friends Dropped Out	25 6.8	19 5.2	44 6.0	7 8.2	3 3.2	10 5.5	2 9.1	0 0.0	2 4.5	0 0.0	0 0.0	0 0.0	56 5.8
Didn't Get Program	36 9.8	20 5.5	56 7.7	6 7.1	9 9.5	15 8.3	2 9.1	2 9.1	4 9.1	0 0.0	0 0.0	0 0.0	75 7.8
Illness/Disability	4 1.1	9 2.5	13 1.8	10 11.8	5 5.3	15 8.3	2 9.1	3 13.6	5 11.4	0 0.0	0 0.0	0 0.0	33 3.4
Problems w/Teachers	97 26.4	66 18.1	163 22.3	12 14.1	9 9.5	21 11.7	4 18.2	1 4.5	5 11.4	0 0.0	0 0.0	0 0.0	189 19.6
Problems w/Students	27 7.4	32 8.8	59 8.1	5 5.9	8 8.4	13 7.2	1 4.5	1 4.5	2 4.5	0 0.0	0 0.0	0 0.0	74 7.7
Poor on State Tests	30 8.2	22 6.0	52 7.1	14 16.5	8 8.4	22 12.2	0 0.0	2 9.1	2 4.5	1 33.3	0 0.0	1 12.5	77 8.0
Other	99 27.0	133 36.5	232 31.7	19 22.4	16 16.8	35 19.4	5 22.7	10 45.5	15 34.1	1 33.3	2 40.0	3 37.5	285 29.6
Total Responses*	885	777	1662	167	175	342	43	37	80	3	10	13	2,097
Total Respondents**	367	364	731	85	95	180	22	22	44	3	5	8	963

* Total responses will be greater than the number of students since students could mark more than one response.

**Total number of persons, by race/sex responding to this item. Percents are computed based on total respondents in each race/sex category.

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When asked to review the wisdom of their decision to dropout, students were generally evenly distributed in their opinions as to whether or not it was a good decision. Analysis of responses shows:

32.4% indicated yes

40.3% indicated no

27.3% indicated not sure

Table 5 shows the race/sex distribution of the above responses. White and Hispanic females were the most positive about dropping out and black males and females the least positive.

TABLE 5

WAS LEAVING SCHOOL A GOOD DECISION?

	White		Black		Hispanic		Other		
	Male	Female	Male	Female	Male	Female	Male	Female	Total
Yes	126 33.78	147 40.61	15 17.24	12 13.19	4 19.05	9 40.91	0 0.00	0 0.00	313
No	127 34.05	120 33.15	60 68.97	57 62.64	11 52.38	9 40.91	4 80.00	2 40.00	390
Not Sure	120 32.17	95 26.24	12 13.79	22 24.18	6 28.57	4 18.18	1 20.00	3 60.00	263
Total	373	362	87	91	21	22	5	5	966

Suggested Changes Needed in Schools

Respondents were asked to select (or suggest) changes that schools could make to help keep students in school. Table 6 provides the full distribution of responses to this item. Students also had the option of writing in their own changes and these are shown in Appendix C.

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The most frequently selected change and a common thread that ran through many of the written comments (and a few letters) was "Teachers and staff need to change the way they relate to students," or "They are just there for their pay check and only care for the rich or smart kids." While these statements can not be used as a blanket condemnation of school personnel, the frequency of this type of comment indicates a sector of students that feel alienated from the staff and school. This is reinforced by the 32.4% that gave "disliked school" and "problems with teachers" (19.6%) as reasons for dropping out. Attitude change on the part of students and staff would seem to be called for if this is to improve.

TABLE 6

Types of Changes Students Think Schools Need to Make
(Number and percent checking each item.)

	White			Black			Hispanic			Other			Grand
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Total
Kind/Number of Classes	125	100	225	17	24	41	2	7	9	1	1	2	277
	35.2	28.8	32.1	20.5	28.2	24.4	9.5	33.3	21.4	20.0	25.0	22.2	30.1
Club/Activity Rules	50	37	87	17	18	35	2	1	3	0	0	0	125
	14.1	10.7	12.4	20.5	21.2	20.8	9.5	4.8	7.1				13.6
Guidance/Counseling Services	102	86	188	17	19	36	3	7	10	0	1	1	235
	28.7	24.8	26.8	20.5	22.4	21.4	14.3	33.3	23.8		25.0	11.1	25.5
School Rules/Policies	192	189	381	23	34	57	9	8	17	2	2	4	459
	54.1	54.5	54.3	27.7	40.0	33.9	42.9	38.1	40.5	40.0	50.0	44.4	49.8
Testing/Grading Methods	94	78	172	22	28	50	5	4	9	0	0	0	231
	26.5	22.5	24.5	26.5	32.9	29.8	23.8	19.0	21.4				25.1
Teachers/Staff Student Relations	236	233	469	54	43	97	10	13	23	2	2	4	593
	66.5	67.1	66.8	65.1	50.6	57.7	47.6	61.9	54.8	40.0	50.0	44.4	64.4
Other	76	81	157	13	8	21	4	1	5	1	1	2	185
	21.4	23.3	22.[illegible]	15.7	9.4	12.5	19.0	4.8	11.9	20.0	25.0	22.2	20.1
Total Responses*	875	804	1679	163	174	337	35	41	76	6	7	13	2,105
Total Respondents**	355	347	702	83	85	168	21	21	42	5	4	9	921

* Total responses will be greater than the number of students since students could mark more than one response.

**Total number of persons, by race/sex responding to this item. Percents are computed based on total respondents in each race/sex category.

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Educational Activities After Dropping Out

Future educational plans showed nearly 42% of all students planning on taking the GED examination, over a third of the blacks planning to go back to school, and about 20% of the whites that already had their GED.

Table 7 provides the details of additional schooling received by the dropouts since leaving high school in 1982-83. Out of the 567 persons responding to this item, 58.2% had entered an adult high school or vocational-technical school. Many of the accompanying comments indicated these schools treated them better, seemed to respect them as young adults, and provided a better atmosphere for learning.

TABLE 7

Students That Have Had Additional Schooling Since Dropping Out
(Number and percent selecting each option.)

	White			Black			Hispanic			Other			Grand
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Total
Adult High School	65	73	138	19	38	57	6	7	13	0	2	2	210
	32.7	34.4	33.6	38.8	60.3	50.9	33.3	35.0	34.2	0.0	50.0	33.3	37.0
Vo-Tech School	52	39	91	11	13	24	5	6	11	0	2	2	128
	26.1	18.4	22.1	22.4	20.6	21.4	27.8	30.0	28.9	0.0	50.0	33.3	21.2
Private Sec'ty School	4	3	7	4	0	4	0	0	0	0	0	0	11
	2.0	1.4	1.7	8.2	0.0	3.6	0.0	0.0	0.0	0.0	0.0	0.0	1.8
Private Bus. School	1	11	12	0	0	0	0	0	0	0	0	0	12
	0.5	5.2	2.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0
Community College	32	38	70	1	3	4	3	7	10	1	0	1	85
	16.1	17.9	1.7	2.0	4.8	3.6	16.7	35.0	26.3	50.0	0.0	16.7	14.1
Correspondence	2	7	9	0	1	1	0	0	0	0	0	0	10
	1.0	3.3	2.2	0.0	1.6	0.9	0.0	0.0	0.0	0.0	0.0	0.0	1.7
Other	62	69	131	18	12	30	6	3	9	1	0	1	171
	31.2	32.5	31.9	36.7	19.0	26.8	33.3	15.0	23.7	50.0	0.0	16.7	28.3
Total Responses*	218	240	458	53	67	120	20	23	43	2	4	6	627
Total Respondents**	199	212	411	49	63	112	18	20	38	2	4	6	567

* Total responses will be greater than the number of students since students could mark more than one response.

**Total number of persons, by race/sex responding to this item. Percents are computed based on total respondents in each race/sex category.

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Employment Status of Survey Respondents

Current employment status shows over half of the white and Hispanic males working full-time (30 or more hours per week) and over half the blacks and females not working at this time.

The respondents were asked to indicate their current or most recent job. Ten percent had not had a paying job since dropping out. The three most predominant job areas selected were:

	White		
Male		Female	
Skilled Trade	- 14.9%	Waitress	- 21.3%
Waiter	- 14.4%	Clerk/Sales	- 19.6%
Odd Jobs	- 10.8%	Child Care	- 18.4%
	Black		
Waiter	- 17.3%	Waitress	- 19.8%
Odd Jobs	- 17.3%	Child Care	- 19.8%
Skilled Trade	- 6.2%	Clerk/Sales	- 8.6%
	Hispanic		
Skilled Trade	- 25.0%	Clerk/Sales	- 16.0%
Farm	- 15.0%	Clerical/ Office	- 16.0%
Factory	- 10.0%	Child Care	- 16.0%

CONCLUSIONS

In summary, this survey tends to indicate that potential dropouts have many characteristics in common. The most obvious are:

- Poor grades,
- Repeated a year in grades 7-12,
- Had a brother or sister that dropped out,
- Felt teachers were not inclined to give them the help they needed,
- Felt alienated by the school,
- Still had a desire for an education.

This latter characteristic was demonstrated in several ways. Very often written comments indicated a desire to return to school but a lack of knowledge as to how to do so or a feeling the schools would not let them in. Over half the dropouts surveyed indicated they had entered some school other than a regular high school. The desire for further schooling appears to be present if the opportunity is presented.

APPENDIX A

PERCENT RESPONDING TO EACH ITEM
(May not add to 100% due to rounding)

SURVEY OF FORMER FLORIDA PUBLIC SCHOOL STUDENTS
(Sponsored by the Florida House of Representatives)

DO NOT SIGN YOUR NAME ON THIS FORM
YOUR ANSWERS WILL REMAIN PRIVATE.

Number Responding

1005 1. Sex (Check One): 50.8 (1) Male 49.2 (2) Female

1002 2. Race (Check One): 75.2 (1) White 19.1 (4) Black
4.8 (2) Hispanic 0.7 (5) American Indian
0.3 (3) Asian

1004 3. While you were in the public schools, who did you live with? (Check One)
53.0 (1) Both Parents 33.2 (2) Mother
5.9 (3) Father 4.2 (4) Other Relative ____________
(Aunt, Grandparents, etc.)
1.2 (5) Guardian 2.6 (6) Other ____________

1001 4. Are you still living with the person(s) checked in Item 3 above? 71.9 (1) Yes 28.1 (2) No

945 5. How much money did the family group you checked in Item 3 above make in one year? (Check One)
12.4 (1) $0-$6,999 15.2 (2) $7,000-$13,999
14.8 (3) $14,000-$20,999 9.5 (4) $21,000-$27,999
5.5 (5) $28,000-$34,999 12.8 (6) $35,000-and over
29.8 (7) Do not know

IF YOU DID NOT LIVE WITH YOUR PARENT(S) LAST YEAR, SKIP TO QUESTION #7.

6. What was the highest grade level of education completed by:

Number Responding		Grade 6 or less	Grades 7-11	Grade 12	Some College	Completed College	Don't Know
782	a. Your Mother (Check One)	7.5 (1)	30.8 (2)	32.5 (3)	9.2 (4)	3.3 (5)	16.7 (6)
760	b. Your Father (Check One)	7.2 (7)	23.2 (8)	25.7 (9)	13.0 (10)	15.8 (11)	15.1 (12)

IF YOU ANSWERED QUESTION #6, SKIP TO QUESTION #8.

7. If you did not live with your parents, what was the highest level of education of the person(s) with whom you did live?

			Grade 6 or less	Grades 7-11	Grade 12	Some College	College Completed	Don't Know
120	a.	______ Specify (Aunt, Grandmother, etc)	7.5 (1)	30.8 (2)	32.5 (3)	9.2 (4)	3.3 (5)	16.7 (6)
47	b.	______ Specify (Uncle, Grandfather, etc)	6.4 (7)	10.6 (8)	21.3 (9)	10.6 (10)	12.8 (11)	38.3 (12)

1007 8. How many brothers and sisters do you have? 2 (Mode)

958 9. Have any of them quit school before graduating? 48.2 (1) Yes 51.8 (2) No

984 10. What type community did you live in before you stopped going to school? (Check One)

23.5 (1) Rural (In the Country) 76.5 (2) Urban (Town or City)

969 11. How old were you when you stopped going to school? 16 (Mode)

978 12. What grade were you in when you stopped going to school? 11th (Mode)
(7th, 8th, etc.)

953 13. In what month did you stop going to school? (Check One)

9.2 (1) September 10.2 (2) October 10.9 (3) November 9.5 (4) December 10.7 (5) January
11.8 (6) February 11.8 (7) March 8.4 (8) April 9.7 (9) May 3.7 (10) June
0.7 (11) July 3.4 (12) August

969 14. What type of program were you in when you left school? (Check One)

8.1 (1) College Preparation 63.1 (2) General Education 4.9 (3) Special Education
14.3 (4) Vocational Program 0 (4) Alternative Program 9.7 (6) Do Not Know

15. Did you ever repeat a grade in:

806 a. Elementary School (K-6)? 31.1 (1) Yes 68.9 (2) No
854 b. Secondary School (7-12)? 45.3 (3) Yes 54.7 (4) No

994 16. While you were still in school, did you go to anyone for advice or help with your problems? (Check all that apply)

5.4 (1) Principal 4.5 (2) Assistant Principal 28.3 (3) Guidance Counselor
8.4 (4) Dean of Students 11.9 (5) Teacher 4.7 (6) Social Worker
7.9 (7) Other ______ (Title of person) 28.9 (8) No one

SKIP TO 18 UNLESS YOU ANSWERED "NO ONE" IN THE LAST QUESTION (#16)

446 17. If you did not go to anyone for advice or help, why not? (Check main reason)

15.9(1) Didn't know who I should go to
24.0(2) Just didn't feel like I wanted or needed any help
13.2(3) Wanted to make my own decisions
9.4(4) School people always seemed too busy
8.5(5) Didn't get along well with most of the teachers
1.6(6) Didn't have time to talk to anyone
2.2(7) Got my advice from other students
12.1(8) Had already talked with my family
13.0(9) Other ______________________

970 18. Here are some reasons other people have given for leaving school. Which of these, would you say, applied to you? (Check all that apply)

6.6(1) I was expelled or suspended
4.0(2) I got married (or planned to get married)
5.1(3) I was pregnant
15.5(4) I had poor grades; I was not doing well in school
3.6(5) I had to help support my family
5.5(6) I was offered a job and I chose to work
1.0(7) I wanted to join the military
14.9(8) School was not for me; I did not like school
1.5(9) School grounds were too dangerous
4.7(10) I did not get along with my family and left home
2.7(11) My friends were dropping out
3.6(12) I did not get into the program I wanted
1.6(13) Illness or disability
9.0(14) I couldn't get along with teachers
3.5(15) I couldn't get along with other students
3.7(16) Did not do well on state tests required in 8th or 11th grades
13.6(17) Other ______________________

971 19. Was leaving school a good decision for you? 32.4(1) Yes 40.3 (2) No 27.3 (3) Not Sure

928 20. If you could change anything in the high school to make it better for you and other students who left school, what changes would you make? (Check all that apply)

13.2(1) Changes in the kind or number of classes offered
5.9(2) Changes in rules for clubs and after school activities
11.2(3) Changes in guidance and counseling services
21.8(4) Changes in general school policies and rules
11.0(5) Changes in classroom testing and grading methods
28.2(6) Changes in the ways that school teachers and staff relate to students
8.8(7) Other ______________________

What specific changes can you list below that would help keep students going to school?

974 21. Do you plan to go back to school sometime to get a high school diploma or to take a high school equivalency test (GED)? (Check One)

20.7 (1) Yes, plan to go back to school
41.7 (2) Yes, plan to take high school equivalency test (GED)
16.2 (3) No, already have GED or equivalent
6.1 (4) No
15.3 (5) Other (write in) ____________________

571 22. Since leaving public school, have you enrolled in any other type of school? (Check all that apply)

33.5 (1) Adult High School Program
20.4 (2) Vocational-Technical School
1.8 (3) Private Secondary School (Grade 12 and under)
1.9 (4) Private Business School
13.6 (5) Community College
1.6 (6) Correspondence School
27.3 (7) Other ____________________

972 23. Are you now working and getting a regular pay check? (Check One)

43.0 (1) Not working
19.9 (2) Part-time (under 30 hours a week)
37.1 (3) Full-time (30 or more hours a week)

947 24. Which of these best describes the most recent job you had or now have? (Check one)

10.0 (1) Did not have a paying job
6.8 (2) Lawn work or odd jobs
17.5 (3) Waiter, waitress, bus boy or cook
9.4 (4) Babysitting or child care
3.9 (5) Farm or agricultural work
3.9 (6) Factory work (unskilled or semi-skilled)
1.9 (7) Gas station, or car wash
3.2 (8) Auto repair work
7.3 (9) Skilled trade
5.2 (10) Other manual labor (cleaning-related jobs, stock clerks, etc.)
10.8 (11) Store clerk, sales person or cashier
4.5 (12) Office, clerical, key punch operator
1.9 (13) Hospital or health (aide, orderly)
0 (14) Delivery jobs (newspapers, groceries, etc.)
0.8 (15) Military service
12.9 (16) Other (Write in) ____________________

Thank you for completing this survey. Please place it in the postage-paid envelope and mail it as soon as possible.

Return to:
MGT of America
2425 Torreya Drive
Tallahassee, FL 32303

APPENDIX B

QUESTION 18

Other reasons students gave for dropping out of school.

- They didn't care.
- "Counselor said I'd never pass the GED but I got the highest score in Tallahassee!
- Just went to school to socialize with friends.
- Didn't see any need for more schooling for the kind of work I was going to do (manual labor).
- Problems with teachers and dean.
- Didn't think school was important.
- "Kicked out".
- My teacher, guidance counselor or dean withdrew me from school.
- Quit before being expelled.
- Enrolled in special education.
- Had to repeat 12th grade because my records from previous schools were lost.
- Teachers don't relate to individual students, you are treated like cattle.
- Was over weight and excluded from social activities.
- Believed teachers were wasting my time, never had time for students.
- "The freeness people in area viewed the use of alcohol and other drugs".
- Didn't have any reasons.
- Wanted to appear older to friends so dropped out.
- Didn't like attitude of many other students--treated school like a game, a big party.
- Guidance counselor wouldn't let me go back to school after I got married.

- Sick of "teachers always right, regardless of the circumstances."
- Drugs on school ground.
- Was out too many days to make up and no support from teachers.
- Couldn't get adjusted to new school system.
- Tired of uneducated teachers/unqualified teachers.
- Had to get up too early.
- Not doing well and didn't want to repeat grade.
- Because my sister quit school.
- Want to put you in some special program instead of teaching you good basics--money wasters.
- Could not make up my credits (after expelled/suspended).
- "Hated the people and atmosphere of the whole school." School was like prison.
- "Couldn't handle the B.S."
- Very confused at the time, a lot of problems.
- Too much pressure from teachers.
- Moved around too much.
- Needed a new start.
- Was put in emotionally handicapped class when I wasn't emotionally handicapped.
- Drug rehabilitation program.
- Never learned to read.
- Bored with school.
- Rules and learning processes too strict.
- Wanted to take GED instead of finishing.

- Poor education standards/quality.
- Not getting the quality of education I deserved.
- Being punished a years' work for smoking.
- Wasn't learning a trade or useful occupation.
- School hours (had to work and try and go to school).
- Had to go to summer school unnecessarily.
- Discrimination/prejudice [both ways: people afraid of blacks, let them do anything and/or minorities discriminated against].
- Problems with corporal punishment.
- Absentee policy is ridiculous.
- Do better in private school/wanted to go to private school.
- Problems with the language.
- Was always in trouble.
- Not enough individual attention.
- School was too logical.
- Girlfriend/boyfriend problems.
- Put in half-way house/prison/jail, etc.
- Moved to England for a while.
- My age (was 18 when I got over my illness. They told me I couldn't return since I was already 18).
- Transportation.
- Got into prostitution because of pimps hanging around high school and promised me a car.
- Couldn't smoke or chew tobacco.
- There was no open campus.

QUESTION 20

Other reasons given that would help keep students in school.

- Vocational training (for non-scholastic achievers).
- Help kids with weight problems or not so petty. Treat us like the handicapped (special). We are handicapped too.
- Changes in credit system.
- Get teachers/deans who want the students to learn/who care/who are qualified.
- Teachers always seem to help the richer or smarter kids, not the ones who need it.
- Help girls who get married or pregnant/school for pregnant women.
- Better counseling (counseling as soon as student's grades start dropping).
- More homework assigned.
- More one-on-one contact/time and attention to students.
- Less "payoffs."
- Changes in the new attendance law.
- 8th and 11th grade state test (most students knew they couldn't pass it).
- Weed out those who refuse to learn.
- Not assume students are like their other brothers/sisters in school.
- Less suspensions.
- Teach course on "the mechanics of living."
- Open campus at lunch.

- Smoking area.
- More interesting classes.
- Lateness and absence shouldn't reflect on other grades - should be kept separate.
- Decrease number of classes required.
- Stop busing - allow students to attend the school of their choice or one closer to their home.
- Mandatory school attendance until 18.
- More reading programs.
- Get drugs out of school.
- Change the hours of school - start later in the morning.
- Stop graduating illiterates/raise the standard of education.
- Change discipline procedures.
- Eliminate electives.
- Prayer in the school system.
- Keep student regularly informed about subjects needed for graduation.
- Rule out corporal punishment and detention.
- Change some of the teachers methods of teaching.
- GED program available before dropping out.
- No racial discrimination shown/no prejudice.
- Quit hiring minority teachers just for racial balance.
- Give levels to students (i.e. advanced students, average students, etc.) and assign classes/work accordingly.

- Change atmosphere - H.S. was a jail, H.S. was a social club, not a place to study.
- More freedom in school ("free speech and mind").
- Special programs for students with family problems.
- Self-progressive education.
- Allow a work program for freshmen.
- Change the strict time-frame that teacher's work. There's no flexability in their schedule to help students.
- Safety (went to predominately black H.S., fear).
- Way students relate to other students.
- Chance to work nights and weekends to makeup lost time.
- More parent involvement.
- More specialized science classes.
- Change in the humanistic direction the curriculum leans toward.
- Have teachers be more strict with students.
- Only go to school for 10 years.
- Treat us like human beings, (don't use us an example when we are doing the best we can).
- Have the teachers know they are there for more than getting paid.
- Better training in reading, spelling, and math in grade school - I could not read or spell "good enough" to do the work in junior high school.
- Public schools should help a student decide what they are to be in life.

- Teachers who recognize and help students with problems (emotional and family problems as well as learning problems) that affect your grades and behavior.

- Teaching should be on a more personal level.

- Teachers and counselors should make school more interesting ("I was bored and let my grades slip."). Make learning fun.

- Administrators/Supervisors/Principals spend more time in classrooms.

- Dress code too strict.

- Wider variety of subjects offered (Ex. Astronomy and Astrology).

- Help poor whites as well as blacks. (Could not get into special classes).

- Give help to everyone who really needs it and not the "pick of the class."

- More vocational programs.

- Let students choose their own classes and electives. (Don't require P.E., less math and science required).

- Teachers too hard on students - too much homework/tests.

- Smaller student - teacher ratio/smaller classes.

- Teach "love, understanding and coping" as well as math, science, history, etc.

- Testing consistent with what is taught in the classroom.

- Relax rules on facial hair.

- Find the potential dropouts and work with them, not against them.

- Make students show proof of graduation before allowed to have a drivers license.

- Stress importance of H.S. diploma to future.

APPENDIX C

- Pretest students to determine if they belong in a higher or lower level class, give IQ test to determine what classes to take.
- Help students find part-time jobs so they can stay in school and still help support family.
- Have psychologist talk to all families.
- College scholarships for the needy - not just athletes.
- Counsel students before the end of the year if they aren't going to pass into the next grade.
- Mandatory graduation by all (legally required to stay in school until they do so).
- Apply what is taught to everyday life.
- Stop busing.
- Money for clothing.
- Sex education classes (to teach students the "dangers" of sex).
- Keep teachers in classrooms at all times.
- Child care centers for students to leave their children with while at school.
- More men teachers.
- Offer some kind of reward.

> *"If you don't know where you're going, any road will take you there."*
>
> ***Mona Bailey***
> ***Assistant Superintendent***
> ***Washington Department of Education***

Dr. Frank B. Brouillet
Superintendent, Washington
Department of Education

Winford "Joe" Miller
MSRTS Director

Hands-on experience improves teaching techniques.

WESTERN STATES' CONFERENCE Produces

Needs and Priorities Reports

More than 400 enthusiastic migrant educators attended a highly successful 5th Annual Western States Migrant Education Conference, hosted by Washington State Director Raul de la Rosa, February 15-18 at the Westin Hotel in Seattle. Participants worked hard in the 80 sessions stressing cost-effective and educationally sound techniques, programs, and approaches for migrant education. The main task was to establish and report on needs and priorities for migrant children through the combined efforts of teachers, parents, administrators and support staff.

Mona Bailey, assistant superintendent of Washington State's Division of Instructional Programs and Services said she saw interrelated concerns and issues running through the reports. They are health prevention and intervention; accountability as it relates to new federal guidelines; improved communications across all levels; the need for successful role models and appropriate counseling in career education; the need to teach decision-making skills and goal-setting in all schools; data needed at the classroom level; and the need to confirm and validate the success of the Migrant Education Program in terms of academic growth and achievement among migrant students.

At the opening session Vidal "Vic" Rivera Jr., director of the Management, Planning and Policy Staff, Office of Bilingual Education and Minority Languages Affairs said, "I see tremendous avenues to establish meaningful coordination and cooperation between our programs. I believe that by working closer together we can mutually benefit and still maintain the respect for the mission of both programs — the education of children. We can share ideas, systems, and projects, and the wealth of talent and knowledge that we have. When you put the intelligence, and the leadership to create the opportunities and all the other things that we've done collectively here, that in itself will achieve for our children the quality and excellence of education that we are seeking."

Banquet speaker Dr. Frank B. Brouillet, Washington State's superintendent of Public Instruction said, "We estimate that only 3 to 5 percent of migrant students that start kindergarten ever graduate. We cannot afford to rest on the old order. We must continue to improve because migrant children continue to have educational problems." Migrant Student Record Transfer System (MSRTS) Director Winford "Joe" Miller said, "Migrant education brings together a body of people to do something for children who have been left out. We serve 850,000 today. That's not good enough. We know that there are 400,000 migrant children out there that need services that we cannot recruit because there has been a cap on migrant child education funds." ☐

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SURVIVAL RATIOS BY GRADE GROUPS

for the

TOTAL SCHOOL POPULATION AND IDENTIFIED MIGRANTS

1979 to 1982

Survival Span		Percent Survived	
1979 Grade Level	Grade Three Years Later	All Students	Identified Migrants*
1	4	99.16	59.61%
2	5	103.94	66.68
3	6	104.18	68.01
4	7	108.86	70.86
5	8	109.01	67.65
6	9	111.26	60.55
7	10	100.89	71.36
8	11	88.41	39.18
9	12	71.26	44.90

*The proportion of students actually classified by grade varies substantially from year to year and district to district. Therefore, estimated attrition may vary as much as 29.4 percent. Districts were not required to provide grade level on individual student records. Since the reporting of grade level was voluntary, it is very likely that the number enrolled in the grades is, in actuality, much higher than is shown. Therefore, the survival percentage in the "Identified Migrant" column in all likelihood underestimates the actual loss from grade to grade and year to year. All data given in this column were supplied by the Migrant Student Record Transfer System of Little Rock, Arkansas.

Principal disputes Reagan on how to motivate kids

LOS ANGELES — (AP) — The principal of a high school cited by President Reagan as a "success story" among inner-city schools says he is honored, but disagrees with the President's message that strong discipline turned the school around.

Washington High School in the South-Central Los Angeles ghetto sent 80 per cent of its graduates on to additional study last year by raising students' self-esteem through a "humanistic" approach, George McKenna, 41, said.

Reagan praised McKenna's accomplishments Tuesday during a speech in Las Vegas to the National Association of School Principals.

"Mr. Reagan's statement that enforcement of discipline is what's needed is a misstatement," McKenna said. "What happened here is that we raised the expectations of our youngsters."

"Instead of being punitive, we decided that teenagers require more guidance. I prefer to find educational solutions rather than come up with more penalities," he said.

McKenna added, however, that he was honored by Reagan's remarks.

Reagan praised the school's reduction in absenteeism, drugs and gang violence and called it an urban "success story."

McKenna said the same approach that eliminated gangs and drugs at Washington High will help test scores improve dramatically in the near future.

"We've set high expectations for the students by nurturing a humanistic environment where achievement can occur," McKenna said.

"Our philosophy is that we are all family. We tell them that even if they're pregnant or abused, it's OK to come and tell us about it because we want to help.

"We cannot blame the students if they read at fourth-grade level," he said. "If we can't teach them advanced academics, then our job is to teach them to read at fifth-grade level."

Two years ago, McKenna established a prep-school model at Washington High, whose enrollment is 90 per cent black and 10 per cent Hispanic. All students and their parents must sign "contracts" agreeing to rules on attendance, dress, homework and behavior.

McKenna, a native of New Orleans who has taught in Los Angeles for 20 years, talks daily with students, stressing school rules that include bans on radios, earrings on boys, gang symbols and punk-rock attire.

If a student misses class or forgets his or herhomework, the parents are called.

McKenna has also created peer counseling programs and has a student committee that takes part in faculty hiring.

Abseentism has dropped from 28 per cent to 10 per cent in the last two years while enrollment has climbed from 1,700 to 2,600. More students are on a waiting list, McKenna said.

Meanwhile, the Los Angeles Unified School District has reported a drop in violence, vandalism and crime at the school in the last four years.

Only the test scores have remained unchanged, a fact McKenna says will change with time.

His latest idea, he said, is to persuade businesses in the community to free parents one day per month to visit their child's school.

The Miami Herald / Saturday, Feb. 11, 1984

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Money doesn't buy best schools, report says

WASHINGTON (AP) — Education Secretary T.H. Bell released Thursday a broad ranking of public school quality across the nation which he said shows that the states which spend the most don't necessarily provide the best education.

Bell said he expected to get "kicked around" for publicizing the data, which includes high school dropout rates and college entrance exam scores.

BELL

But he said the public does not get enough information about how schools perform, and he challenged states and local school districts to disseminate more of their own test scores and other rankings.

Many of the statistics have been published previously, but Bell's crowded chart included the first-ever release of state averages on the American College Test (ACT) and new figures showing that high school dropouts have increased.

Bell also released figures on state poverty rates and the percentage of minority and handicapped students.

Bell said states in the top half on education spending generally ranked in the top half on college admission test scores. But he said such low-spending states as Idaho, South Dakota and New Hampshire were among the leaders in test scores.

"The highest spending states are not necessarily the highest achieving states," said Bell, who expressed hope that the statistics would serve as a benchmark for states trying to improve their schools.

"If problems are opportunities, we have a huge number of opportunities right now," Bell told the scores of reporters and two dozen camera crews who packed into the most crowded news conference ever held at the Education Department.

The figures showed that among 28 states where college-bound students customarily take the ACT, the best average was compiled by Wisconsin, followed by Iowa, Minnesota, Nebraska and Colorado.

Among 22 states where students usually take the Scholastic Aptitude Test (SAT), the leaders were: New Hampshire, Oregon, Vermont, California and Delaware.

The states with the worst ACT average were: Mississippi, Louisiana, Alabama, West Virginia and, in a tie for the fifth lowest, Kentucky and Tennessee.

Those with the lowest SAT average were: South Carolina, District of Columbia, Georgia, North Carolina and Hawaii.

From 1972 to 1982, college entrance exam scores fell in every state; only the District of Columbia registered an increase. The SAT and ACT scores were for both public and private school students.

In that same period, the percentage of public school ninth graders who stayed to get their high school diploma fell from 77.2 percent to 72.8 percent. No private school figures were available.

The District of Columbia had the worst dropout rate, followed by Mississippi, Louisiana, South Carolina and Florida. The 1982 dropout rate was not available for Georgia.

See SCHOOLS,
back page this section

Florida school rankings drop in last decade

TALLAHASSEE (AP) — Despite efforts to upgrade schools, Florida's rank declined in key areas from 1972 to 1982 compared to other states, according to federal figures released Thursday.

In 1982, Florida ranked 46th among the 50 states and District of Columbia in high school graduation rates. Ten years earlier, the state ranked 39th.

"We're (Florida) average, and this doesn't please me," said state Education Commissioner Ralph Turlington after reviewing the figures.

In Washington, U.S. Education Secretary T.H. Bell, who released the state-by-state rankings, praised Florida's campaign to improve school standards.

Bell cited Florida and California as states that responded quickly last year to a national education commission's call for greater academic rigor.

In Tallahassee, Turlington thanked Bell for releasing statistics ranking the 50 states, saying ratings should inspire educators to do better.

Turlington called Bell's action a "breakthrough."

"If you removed all the scoreboards from the nation's ballparks, attendance would drop and the interest of the players and even the coaches would diminish," Turlington said. "We need scoreboards ..."

Three years ago, Gov. Bob Graham and the state Cabinet adopted a goal to boost Florida's public education system into the nation's upper 25 percent, or top 12 states, by 1986.

The governor and six-member Cabinet serve as the State Board of Education.

Turlington, a Cabinet member, acknowledged that Florida ranked closer to America's upper quarter in 1972 than in 1982 in some categories.

Federal statistics, which included public and private schools, ranked the states in these areas:

—Scores on the Scholastic Aptitude Test, a national college-entrance exam. Only 22 states were listed because a small percentage of high school students take this test in some states.

In 1972, Florida ranked sixth among the 22 states in SAT scores, and was tied for ninth in 1982.

•Graduation rate. In 1972, 72.1 percent of Florida's students graduated from high school, compared to 65.4 percent in 1982. Florida ranked 39th in 1972 and 46th in 1982.

•Teacher pay. Florida ranked 27th in 1972 and 32nd in 1982. Graham acknowledged in a year-end interview last month that Florida probably won't meet its top-quarter goal on teacher pay by 1986.

•Per pupil spending. Florida moved up one notch, from 28th in 1972 to 27th in 1982.

•Education spending as a percentage of per capita income. Florida's ranking declined from 31st in 1972 to 37th in 1982.

Nationally, the District of Columbia had the worst dropout rate in 1982, followed by Mississippi, Louisiana, South Carolina and Florida.

Meanwhile, Turlington said some educators had resisted state-by-state comparisons because they feared embarrassment.

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Fort Myers News-Press, Friday, January 6, 1984

Schools

From page 1A

which ranked 49th in 1972.

The states with the highest percentage of graduates were: Minnesota, North Dakota, Iowa, Hawaii and South Dakota. Bell said Minnesota, where 89 percent of the students graduated in 1982, was the only state near his goal of reducing dropouts to 10 percent or less by 1989.

Bell has also challenged states to raise their graduation standards, improve teachers' pay and create new career ladders for "master" teachers and to boost students' college entrance test scores back to the 1965 level.

In Tallahassee, Florida Education Commissioner Ralph Turlington hailed Bell's rankings as a "breakthrough" that would inspire educators to do better. "If you removed all the scoreboards from the nation's ballparks, attendance would drop and the interest of the players and even the coaches would diminish," Turlington said. "We need scoreboards."

While states in the South generally pulled up the rear on the admission tests and dropout rates, there were some notable shifts in rankings affecting many states.

In 1972, Delaware ranked 29th for the percentage of students who graduated from high school. It jumped to ninth in 1982. Montana rose from 27th to eighth. Maine fell from 18th to 34th and California plummeted from 22nd to 39th. Rhode Island slid from 16th to 31st, while Vermont improved from 41st to 16th.

On pupil-teacher ratios, New York fell from fourth to 21st, while Oregon dropped from 16th to 41st. Georgia jumped from 50th to a tie for 31st, while Massachusetts improved from 20th to a tie for eighth. West Virginia climbed from a tie for 40th to a tie for 19th. South Carolina tumbled from a tie for 11th to 33rd.

On teacher salaries, Alaska remained far out in front with an average salary of $29,000 in 1980-81, up from its pace-setting $14,124 a decade earlier. Vermont fell from 28th to 50th, while Wyoming rose from 22nd to sixth and Washington from 13th to fifth.

Charles Whited

Farm workers' children must see a way out

The boy almost drowned last January in that water-filled irrigation well in a South Dade tomato field. Miraculously, county firemen drew him out using a rescue kit designed years earlier for that very purpose.

On Tuesday, then, they brought 6-year-old Florencio Aparicio Jr. and his Mexican-born mother from the Everglades labor camp to a world he'd never seen, downtown Miami, to honor the firemen who'd saved him. In the crowded Metro Commission chambers, Florencio squirmed in his seat and squinted in the glare of TV lights.

It was Wendell Rollason, 68, who made the award to the firemen. A burly man with heavy rimmed spectacles and a shock of whitish-blond hair, Rollason reminded his listeners of the perils faced by farm worker children in everyday life.

"We try to keep the children out of the fields. But their parents have difficult choices. Last year in Florida we lost eight children of farm workers. Four were burned to death when parents had to leave them at home alone; three were killed in the fields when parents took them to work."

The formalities ended in applause. Florencio and his mother and the firemen went out. Wendell Rollason and I found a corner of the lobby in which to talk. He has been a long time doing battle for the farm workers' cause, but 34 years of rough and tumble have neither dulled his sensitivity nor blunted his invective. Rollason's New England ancestors, after all, sheltered runaway slaves before the American Civil War.

"We've come a long way in Florida on behalf of the children. Conditions were raw when I got involved 34 years ago. I see a lot of positive things now. But we've got a long way to go."

Rollason is executive director of the Redlands Christian Migrant Association, an agency concerned with bettering the lot of farm worker children. Founded by Mennonites, the association today operates 35 day care centers in Florida for 2,500 kids.

Rollason's personal involvement has strange roots. It goes back to 1950, when he was a ramp supervisor at Miami International Airport. A young migrant Puerto Rican couple, stranded and broke, offered to sell him their infant child for $10, so they could hitchhike to New York and find work, if he promised to sell the child back to them later. "Those poor, gentle people haunted me," he tells you. "They haunt me to this day."

Rollason took up a collection and sent the couple on their way and became a volunteer activist in behalf of migrants. He took charge of the migrant association as executive director in 1966, and now operates statewide out of Immokalee.

The farm workers' lot has steadily improved, he said Tuesday, with positive enlightenment in both government and the agriculture industry. "Agricultural leadership has come forward to help, especially with the children." And yet the dilemma is terribly complex.

"We have an 84 percent school dropout rate among migrant kids. This is appalling, a stark tragedy."

The goal is not necessarily to remove the next generation from farm work. "Agriculture is honorable work. What we want to see is for these kids to have choices; that is, the education to get out if they want out. Otherwise, they're trapped."

There are no easy answers. Part of the problem is gut economics: an agricultural economy still rooted in the 18th Century, with grower and farmworker at the mercy of forces beyond their control. In Florida, moreover, 20 percent of the poor are rural poor, overlooked in public service spending and lacking voice to demand change.

"Agricultural leadership today is concerned about its workers. And the Graham administration has given us more support than we've ever gotten before . . ."

But how does one break life patterns of chronic repetition?

Firemen saved Florencio from the dark well. In time, this son of farm workers will grow to be a man. And what then? What choices will he have?

"It isn't happening fast enough," Wendell Rollason said.

The Miami Herald / Wednesday, June 6, 1984

Section Five

Chronology of DOE's Changing Instructions Relating to Dropout Prevention Proposals

Introduction

Presented here are memos of instruction from Florida's Bureau of Compensatory Education to Selected Superintendents and Agency Heads which relate directly or indirectly to any proposed "additional programs to meet high state priorities such as dropout prevention . . ."

March 21, 1984
March 27, 1984
April 26, 1984
May 30, 1984
May 31, 1984
June 4, 1984 RCMA letter of intervention
June 18, 1984

The RCMA letter is included for several reasons. First, it indicates our firm intention of seeing that the Task Force has the opportunity to exercise the authority to review and recommend given it by the Governor and Cabinet. Second, the letter sets forth very clearly the basis of RCMA's conflict with the Bureau of Compensatory Education on these matters. We want the other Task Force members to be fully aware of what by now have become rather strong feelings on our part vis a vis the Bureau. Fairness to the Bureau demands that we put this right up front to each of you.

oOo

RECEIVED MAR 27 1984

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

March 21, 1984

MEMORANDUM:

TO: Selected District Superintendents & Agency Heads

FROM: Cecil G. Carlton, Jr.

SUBJECT: MODIFICATION OF PROJECT APPLICATION AND AMENDMENT PROCEDURE FOR FEDERAL AND STATE GRANT PROGRAMS ADMINISTERED BY THE DIVISION OF PUBLIC SCHOOLS

Dr. Douglas W. Crawford, Director, Division of Public Schools, has recently approved our request to make the following change in the Project Application and Amendment Procedure for Federal and State Grant Programs Administered by the Division of Public Schools, - commonly known as the Blue Book:

Delete: 1.(e) Chapter 1, P.L. 97-35 Migrant Program, on page 53

Add: 3.(f) Chapter 1, P.L. 97-35 Migrant Program, on page 54

This modification has been made in response to recent criticism by the United States Department of Education (USDE) relating to the lack of information contained in the subgrantee application form. This change will have no impact on the current practice of allocating funds by formula with the state retaining a modest amount of funds to be allocated on a discretionary basis to subgrantees who propose additional programs to meet high state priorities such as drop-out prevention and expansion of services into the secondary schools.

Appropriate application forms will be mailed soon to the program coordinators. If you have questions concerning this change, please contact Philip Rountree at 904/487-3517 or Suncom 277-3517.

We appreciate your support of the Migrant Education Program.

PR:psp

cc: Migrant District Coordinators
Regional Program Administrators
Migrant District Finance Officers

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Affirmative action/equal opportunity employer

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

March 27, 1984

M E M O R A N D U M:

TO: Migrant Program Coordinators & Selected Agency Heads

Phil Rountree

FROM: Philip Rountree, Administrator
Federal Compensatory Education Program

SUBJECT: INSTRUCTIONS FOR THE MIGRANT PROJECT AMENDMENT AND DISCRETIONARY MIGRANT PROJECTS FOR FISCAL YEAR 1985

In reference to the memorandum to selected superintendents, dated March 21, 1984, regarding Modification of Project Application and Amendment Procedure for Federal and State Grant Programs Administered by the Division of Public Schools, the following instructions are provided.

Migrant Project Amendment for '85

As you know, this is the last year of the three year migrant project. This will be identified by entering the number 3-0 in box six on form ESE 411. The FA 399 form is provided for the budget summary information.

Since the migrant project application has been modified, four new pages make up this packet. They are (1) Personnel Schedule for Discretionary Projects, (2) Professional and Technical Services Schedule, (3) Travel Schedule, and (4) Capital Outlay Schedule.

The same application forms will be used for the federally and state funded migrant programs. Therefore, an extra application form is enclosed for those agencies that currently have a state general revenue preschool program.

Optional Application From Discretionary Funds

Districts will have the opportunity to submit an optional application for the '85 fiscal year in addition to the regular migrant application. The amount of $400,000 is available to fund these projects.

In order to participate in the optional program, a separate application, ESE 310, must be submitted. The optional packet is enclosed.

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Affirmative action/equal opportunity employer

In addition to the information requested on page one of the ESE 310 of the optional application, the following issues should be addressed.

- a. Rationale. Why you need the funds (justification).
- b. A brief description of what you propose to do.
- c. The number of students to be served in addition to [illegible] being served in your current project.
- d. The estimated per pupil cost for the service to be rendered.
- e. Explain or provide assessment data which confirms the need for which you request funds.
- f. Explain each budgeted object code in terms of how it relates to what you propose to do.
- g. Evaluation. State objectives in process or product format depending on which is appropriate.

Priority will be considered in the following order:

1. Services to secondary students; especially those designed to decrease the dropout rate among migrant students.
2. Services that increase the number of students served over prior year.

Criteria which will be considered in reviewing grant applications:

1. The number of currents vs formers to be served.
2. The additional number of students to be served.
3. The cost per student for the respective service to be rendered.
4. The needs assessment supports the proposed services.
5. The district's commitment to the identification, recruitment and MSRTS enrollment functions.

Submission of Applications

Separate sets of applications for each grant program are required. Three copies of each application should be submitted, one copy of which shall contain the original signatures, to the Bureau of Compensatory Education, Knott Building, Collins - Lobby Level, Room #29-A, Tallahassee, Florida 32301 no later than July 1, 1984.

PR:psp

cc: Regional Program Administrators
Dr. Cecil G. Carlton, Jr.

Enclosure

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

April 26, 1984

MEMORANDUM:

TO: District Migrant Coordinators & Agency Heads

FROM: Phil Rountree
Philip Rountree, Administrator
Federal Compensatory Education Program

SUBJECT: MIGRANT PROJECT AMENDMENTS 3-0

Recently we received an announcement from the U. S. Department of Education that Federal Regulations, 45 CFR Part 116d. dated April 3, 1980, still govern the operation of the Migrant Education Program. (These particular regulations have recently been redesignated as 34 CFR, Part 204.)

In Section 116d.32 of these regulations the information required in a subgrantee's application is delineated. When these requirements were compared with the instructions in the project application for completing page one, the narrative section, it was discovered that some additional information will be needed to comply with the regulations. Therefore, please include the following information in your 3-0 amendment, due on July 1, 1984, in order that your current three year application will contain all of the information required by the Federal Regulations. Also, these additional instructions should be followed when completing the optional application for discretionary funds. (The underlined portion of the additional requirements, as outlined in 45 CFR, 116d.32, are already included in the instructions for completing the application document.)

1. The estimated number of eligible migratory children living in the area to be served by the project, and the estimated number of these children who will be served.

2. A description of each services to be provided and its estimated cost.

3. A description of how the LEA will comply with Section 116d.55d of the regulations published in the Federal Register, Thursday, April 3, 1980 concerning parental involvement, including how the members of its parent advisory council will be selected.

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4. A description of how the LEA ensures that no eligible migratory child will be prevented from benefiting fully from the project's services because he or she does not speak English or has limited English-language skills.

If additional information is needed, please contact Mr. Hubert Richards (904) 487-3514. Your continuing assistance is appreciated.

PR:psp

cc: Dr. Cecil G. Carlton, Jr.
Regional Program Administrators

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

May 30, 1984

MEMORANDUM:

TO: District Migrant Coordinators & Agency Heads

P.R.

FROM: Philip Rountree, Administrator
Federal Compensatory Education

SUBJECT: OPTIONAL MIGRANT PROJECT APPLICATIONS

In a March 27, 1984 memorandum to you we outlined the instructions for submitting optional applications for migrant program discretionary funds. Since that time the State Board of Education directed that certain changes be made in the State Migrant Plan including the encouragement of multi county programs. This change along with recommendations from the Secondary Task Force make it important to share additional information so that all applicants have access to the same information as they prepare their projects. The primary goals to provide services to a greater number of eligible migratory students, especially at the secondary level, and to reduce the dropout rate remain unchanged.

Those districts, who have already submitted an optional application and wish to modify it following receipt of this memorandum, may do so in one of two ways. Either submit a new page for each page changed in any way from the original or submit a totally new application with a notation on the cover page to disregard the original proposal.

The deadline for receipt of these optional applications has been extended until July 15, 1984. However, subgrantees' optional applications will be considered only if their regular application for migrant program funds has been received.

All applications will be placed in one of four groups for review and evaluation. Applications submitted by a single district or an agency will be grouped according to size as reflected by the total number of migrant FTEs reported in December 1983. The groupings will be as follows: large - 1500 FTE up; medium - 300-1499 FTE; and small - less than 299 FTE. The multi county applications will be grouped separately. Applications in each group will be evaluated independently of the other groups. Multi county applications will be given first consideration. At least one application in each grouping will be recommended for funding. Funds for these projects are available from July 15, 1984 through June 30, 1985. Proposals not initially funded will remain eligible for funding at the time 1983-84 carryover funds are certified.

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The information provided on page one of the application (ESE 310) should include the following:

1. The need on which your request is based.
2. The types of service you propose to provide.
3. The number of students to be served in addition to those to be served in your regular 1984-85 project and the total increase in number served over 1983-84.
4. The estimated per pupil cost for the service to be rendered
5. The explanation of the assessment data that supports your request for funds including:

   a) The identification of the compensatory services provided from all district funds sources - FEFP, State Compensatory, Chapter I Basic, Chapter I Migrant, other.
   b) The difference between this proposal and present practices and how it will improve program services to prevent dropouts.

6. Explain each budgeted object code in terms of how it relates to what you propose to do.
7. Evaluation: State Objective/s in process or product format depending on which is appropriate.

The revised criteria to be considered in the evaluation of the grant applications include:

1. The additional number of migrant students to be served.
2. The per student cost based on the scope of the respective services to be rendered.
3. The number of currents vs formers to be served.
4. The needs assessment that supports the proposed services by statistical, objective data.
5. The applicant's commitment to the identification, the recruitment, and the MSRTS functions.
6. The number of subgrantees included (multi county applications only).

The proposals will be reviewed by a team composed of Bureau Staff during the period July 16-27, 1984. It is the goal of the Bureau to announce the results by August 6, 1984.

PR:psp

cc: Regional Program Administators
Dr. Cecil G. Carlton, Jr.

Redlands Christian Migrant Association
219 North First Street, Immokalee, Florida 33934 • (813) 657-3362

June 4, 1984

Commissioner Ralph Turlington
Department of Education
The Capitol
Tallahassee, Florida 32301

Dear Ralph,

The Redlands Christian Migrant Association (RCMA) has an annual budget of $5.5 million, a staff of 560, a spread of 35 child centers and programs operating in 13 counties of the state. I relate this to point out that, in a small way, my experience as chief overseer of RCMA has given me an understanding of the magnitude of your responsibilities as head of Florida's Department of Education. It is at the base of my respect for you and support of you over these past many years.

On top of that, of course, is the eye-to-eye agreement I have felt for your strong, positive positions on upgrading Florida's public school system. As I stated before the Cabinet, the relationship which I feel exists between you and me is one that I cherish. It is my hope that nothing ever mars it.

Consequently, the criticism that I have felt forced to level against the Bureau of Compensatory Education relative to migrant programming has been most difficult and distasteful for me. With this letter I am once again "taking on" the Bureau. This time, now that the Cabinet sitting as the Board of Education has spelled out its basic stand on (a) the need for a Task Force review of all migrant education programming and (b) the need for aggressive migrant child dropout prevention efforts, I have decided to lay before you directly problems I already see developing with the Bureau's current implementation of the Cabinet's instructions.

Back last August 29, 1983 RCMA initiated talks with the Bureau on various topics involving Florida's migrant education program: dropout problems, the need for more state funding of Early Childhood, funding formulas, etc. It was during these sessions that I learned of the startling statewide carry-forward of $5 million in Migrant Ed funds. This unbelievable figure solidified my long-held belief that Migrant Ed in Florida is a deteriorating scene, one in great need of revamping, one in great need of the strong state direction it once had.

All this led me before the Cabinet. And you know the rest of that story.

However, perhaps you are not aware of several related things originated by the Bureau prior to the Cabinet meeting of April 5, when I made the first of my two critical presentations before your body. In February and then again on March 21, 1984 two memos were sent out to selected district superintendents and agency heads which called for proposals for additional programs "such as drop-out prevention." Whether, as some suggest, this precipitate action by the Bureau was done to "beat the gun" on my pending appearance before the Cabinet I do not know.

But I do know that by July 1, 1984 any district or outside agency wanting a piece of this new action must have their proposals into Tallahassee. Our application will be among them. This would appear to be a necessity if RCMA is to maintain its role in these efforts, for the Bureau runs the "only game in town." But I respectfully must advise you that we are not pleased with the nature of this "game" nor the rules by which it is now being played out of the Bureau.

We have serious misgivings and concerns which we wish to put right up front in this letter to you. We feel obligated to spell these out in appropriate detail. On the basis of our past relationship I hope that these remarks will be viewed objectively and with full realization by you that no disrespect is intended toward the Department or any of your individual staff. Rather it is that RCMA has more than a passing acquaintance with this thing called dropout prevention. Indeed we are probably more knowledgeable on the intricacies and nuances of dropout causes among migrant children then any other organization in the state.

From our vantage point we feel that the premature action by the Bureau of Compensatory Education in calling for proposals has started the effort off on the wrong foot. The Bureau might better have awaited the formulation of a State Board of Education position during the Board's then upcoming April 5 meeting, for RCMA's known track record before the Cabinet on prior migrant education issues has been such that Cabinet action of some sort was almost assured.

But the Bureau didn't wait. And the result of its precipitate move was to initiate actions at both state and district levels that are not now consistent with the thrust of the Cabinet's position calling for a stronger state role in migrant education.

The recent federal Migrant Program Review of the Florida program stated bluntly, "The program is primarily operated as a flow through program.... rather than a State administered educational support program....". On its part the Cabinet members made it very clear that a strong state role in migrant child education is what they are now seeking.

Yet the Bureau placed into motion a continuation of its federally criticized flow through relationship with the districts and has made no effort to put a "state direction" to its dropout prevention programming. It continues to seek a district-by-district approach to what the feds and the State Cabinet say should be a single state program with reasonable district variations, of course.

RCMA is gravely concerned over this course of events. Nothing in our knowledge over the past 10 years of familiarity with district migrant programs leads us to believe that there is any local in-depth understanding of the causes for appalling migrant child dropout rate. If such knowledge does exist in isolated schools there is nothing which indicates that a comprehensive solution to the program can be achieved by a piece-meal school or district approach.

Further, it is clear to us that the Bureau lacks any real expertise in this area. We take strong exception to its established limitations that restrict the lowest level of this effort to sixth grade. For this is the grade where dropping out of migrant children is at its worst. Obviously, then, the battle for those youngsters has been lost prior to sixth grade and this is because the parents have been "lost."

RCMA's pilot dropout prevention program in Ruskin aims at the families of children in third, fourth, and fifth grade for exactly that reason. The parent is key, much moreso than the child. The parents must be won over to the cause of his/her child's education

To achieve this strongly knit statewide approach that encompasses across-the-board community resources is absolutely essential. A partnership between district schools and qualified community agencies is essential. A candid recognition of what schools can do -- should do, and what they cannot do well in an overall plan of dropout prevention is essential. A state master plan for dropout prevention -- rather than a hit-or-miss district approach -- is essential.

The State Board of Education's reactivation of its Migrant Education Task Force was the first step in bringing this state master plan into being.

We do not view the Cabinet's inclusion of dropout prevention in the 1985 State Plan as a mandate to have a dropout program just for the sake of being able to say there is one. Rather, its instructions to the Task Force to review all dropout proposals and to make recommendations to the Cabinet clearly indicate the Cabinet's intent to wind up with a total state program that meets needs not now being met.

To think otherwise is to believe that the Cabinet was not serious in its intentions.

Consequently, RCMA respectfully insists that all district and agency proposals be received by the Bureau and turned over to the Task Force for consideration within the context of establishing a true statewide dropout prevention program. Further, RCMA submits that the one existing migrant dropout prevention program, which currently is operating in Ruskin under RCMA, should be continued without interruption until, by recommendation of the Task Force, it be either integrated into a statewide program or dropped.

The RCMA application which will be submitted by July 1 is designed to fit into our concept of a statewide master plan for dropout prevention. It is not planned as operating in isolation from the other necessary components of such a plan. Our concept is based upon cooperation, coordination and daily contact with local schools and appropriate district authorities. No effective plan could exist without such firm relationships.

This has been a rather long letter, Ralph, but I earnestly feel a necessary one. I hope we can sit down together with appropriate members of your staff and mine to chart a course of action in these matters which has a maximum potential of bringing new hope for full secondary education for migrant children in Florida schools and, at the same time, permit a cooperative relationship to exist between DOE and RCMA.

Sincerely,

Wendell N. Rollason, executive director
Redlands Christian Migrant Association

WNR/tat

cc: Dr. Roger Nichols
    Dr. Douglas Crawford
    Dr. Cecil Carlton

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

June 18, 1984

MEMORANDUM:

TO: Selected Superintendents & Agency Heads

Phil Rountree

FROM: Philip Rountree, Administrator
Federal Compensatory Education Program

SUBJECT: OPTIONAL MIGRANT PROJECT APPLICATIONS

In my May 30, 1984 memorandum you were provided information related to the submission and review of optional migrant applications for migrant program discretionary funds. The purpose of this memorandum is to advise you that the State Board of Education has approved a request for the newly appointed State Migrant Education Task Force to review these applications. The focus of these projects continues to be on programs which show promise to reduce the dropout rate and to increase the number of eligible migratory students receiving services.

The deadline for receipt of these applications is July 15, 1984. However, subgrantees' optional applications will be considered only if their regular application for federal migrant program funds has been received. These applications are due on July 1, 1984.

Your continued cooperation is appreciated.

PR:psp

cc: Dr. Cecil G. Carlton, Jr.
Area Program Administrators
Migrant Directors/Coordinators
Mr. Hubert Richards
Mr. Alton Watson
Mr. William Pittman, Jr.

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Affirmative action/equal opportunity employer

Section Six

Transcripts from State Board of Education's Deliberations

Introduction

For those of you who wish to learn, word for word, what was said, what actions were taken at the two State School Board meetings where the Migrant Education Program was discussed, where the Task Force was reactivated, this your meat. Verbatim, its all here.

Mercilessly, too. If I may add a personal note of anguish -- and apology -- over several of my own convoluted sentences, ones with a beginning, true, but ones with no apparent direction once they got underway. I only hope that for those who were present in person my body language helped to guide their listening in the direction I intended.

Aside from that the words of the Governor and other Cabinet members are faithfully recorded and certainly convey the intentions of their actions and instructions.

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Transcript Excerpt
from Proceedings of
State Board of Education
April 5, 1984

GOVERNOR GRAHAM: Item 5.

DR. NICHOLS: Governor, Item 5 is an item related to a request by Mr. Wendell Rollason of Redlands Christian Migrant Association to briefly discuss a proposal to deal with drop-outs among our migrant children, and Mr. Rollason is here.

MR. ROLLASON: Governor and members of the Cabinet, this morning I am in decidedly a different posture before you than I had anticipated twenty-four hours ago. As I understand it, my presentation is possibly going to be opposed by the Department of Education individuals and certain key specifics of my presentation, by -- to you, does not meet with the full approval of the compensatory education staff. I recognize, sir, that compromise is the lubricant in democracy, and I recognize this. After a series of meetings yesterday with Education Department folks, I will acknowledge that perhaps reasonable men might see here issues that are areas for compromise. However, Governor, there is so much involved here that it almost demands from me an uncompromising

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position in behalf of the sixty thousand identified migrant children in our schools, plus the unknown numbers that are not on record. These kids are at the bottom of our society, as you well know, and I feel that, under the circumstances, that I'm obligated to lay their case before you with no holds barred, and then let's see what happens.

I'd like to begin by saying that, over the past seven years, I have enjoyed a -- what I view as a very priviledged relationship between myself and Ralph Turlington and Roger Nichols. They have become very dear friends of mine. They have been aggressively supportive of efforts that we have made in behalf of migrant children, and the accomplishments in the areas of education to date would have been impossible without their support. So, if I part company with them this morning, it is with the deepest regret,and I apologize in advance to both of them if I say things that cause them any pain, but we are speaking, as we see it, of eighty-four out of every hundred migrant children.

It is our contention that the State of Florida has approximately an eighty-four percent dropout rate. The Department of Education statisticians prefer looking at it the other way, that there might be a sixteen percent survival rate. Whatever anybody is comfortable with, this is an appalling figure. Let me tell you that the -- even that figure is disputed by the Department of Education's statisticians. Just several weeks ago a study was completed in which, as I interpret the figure, there is a -- they see a fifty-five percent dropout rate, and then they add, in a footnote, that there is a twenty-nine point four percent error rate possible. So, I don't know what that math indicates.

I can tell you that this is a nationwide problem. The State of California, in their grant publications, state that less than ninety percent of the children fail to graduate. Texas says that no more than ten percent graduate. So, no matter whose figures we're using, it is a tragic situation.

Over these seven years that I have been coming up here to Tallahassee, and I mention the relationship with the Commissioner, I think the fact that I have had to deal at the Commissioner's office level to get accomplishments, speaks of some problems that we have in the Compensatory Education Department that I don't need to detail. I'm not interested in getting into a real confrontational thing, but the fact remains that over these seven years I have talked about the

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necessity of a dropout prevention approach. It has not been forthcoming. Last summer, in discussions with staff in the Compensatory Education Department, I sort of laid down a "Well, man, to hell with you, I'm going before the State Department of Education, before the Governor, before the Legislature, whatever, because we have got to put an end to this with some intelligent approach." That office has now responded to me and has pointed out yesterday -- or, has not responded to me, but to the general efforts that are being reflected by several bills in the state legislature, such as what is reflected from the work that the Cabinet has done in upgrading the educational levels of the state, but, in any event, they have in our judgment come up with a dropout prevention approach that might be termed too little too late.

It is, in our judgment, based first upon political necessities, rather than the needs of the kids. Our plan proposes a strong, central state plan, which is unified across the state as to its goals and its procedures. I have been told that this plan would not be politically acceptable by, for example, the county superintendent. I want to -- in the first place, I don't believe that, but I want to very briefly go over what we are saying and so that -- with the hope that I make clear from our point of view what the problem is that we are having with the State, and that I hope that there can be a means instituted by this Board which will perhaps open another avenue of approach, because certainly I have no desire to be in conflict with the Department of Education, without which we would have no hope for these kids at all.

We are pointing out that society has failed to give adequate attention to the difficult problems facing migrant farm worker parents and their children in the question of a public school education for these children. The public schools are society's primary institutions with responsibility to address those problems; however, it must be recognized that problems faced by migrant families, problems interfering with their children's education, cannot be successfully addressed by the schools alone. Other institutions, other agencies, other societal forces must become involved in an integrated effort.

I pause to emphasize this point,and this is at the key of one of the fallacies of the proposed program to which we have objection. We must -- this thing is so massive that there isn't money enough, there isn't the capacity enough within the school

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system or the state school system to address this problem. We must involve the agricultural industry, which, I might say, has already involved itself and become very active in our work to -- with preschool children and with school age children. In their desire, in their resolutions they have gone on formal record that they want these kids to stay through high school graduation in school. We need the churches. We need retirees for our volunteer tutors. We need the activities and the backing of the civic clubs, all of these must be marshalled in an effective manner if we are going to crack this problem of migrant dropouts, and we submit that it is not a task that the schools can address on their own initiative.

Essentially, for these migrant children remaining in school each successive year, the public schools of Florida are doing a good job in providing an education. Now, Governor, I must emphasize this, because I don't want the sharp criticism I maybe have toward middle management in the Department of Education in Tallahassee to appear to reflect upon the programs out in the field, because from a good to a fantastic job is being done, particularly in the preschool program, and, you know, the irony of

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that preschool program is the fact that it is not authorized by the federal legislation, and this is also the thing when talk gets tough is, "Well, you know, we aren't supposed to be doing this." The federal law says, for children five to seventeen. Now, I'm telling you the thing the state is doing best for the children from five to seventeen is the schooling we are giving the children three to four, because without that they would be much worse off than they are today, and I must emphasize to you, since some of my criticism is going to be leveled at some of the counties that we have in Florida, some of the county administrations that are wholeheartedly and committed to solving the problems of migrant kids, but I can tell you, also, that I feel that there are two, maybe three counties that could do what we are proposing and do it well, but no more, but when you also have where a school board member will say in a county that their whole economic being is agriculture, and say in public meeting, "If these kids can't speak english, let them go back where they came from," then I submit to you that, to have a dropout prevention program, it has got to operate from the State and at the state level, directed to the counties, take it or leave it, in my view.

Migrant children are disappearing from Florida's public schools at an appalling and totally unacceptable rate. For the heavy majority of migrant children formal education ceases to be a factor in their development within a very few years. It is toward this majority of migrant children and their parents that the proposed dropout prevention program is directed. That's the one we are supporting.

Central to this proposal is the active involvement of the parents in the education of their children. Achievement of success in keeping migrant children in school in the instance of most migrant families will be impossible without strong parent involvement. The public schools appear largely unable to accomplish this necessary relationship with parents of these children. It is important and appropriate here to note that a 1982 analysis of the effectiveness of forty-seven compensatory education programs across the country conducted by the University of Pennsylvania concludes, quote "The most consistent findings, the effectiveness of parental involvement places the burden of effectiveness outside the school system. You cannot do a parent involvement process program within the system.

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because, from the parents' point of view," the migrant parents' point of view, "the school is part of the problem."

Now, whether that is just their perception or it's partially their perception and partially truth, the fact remains that perception is reality and you are -- it's a self-defeating situation. Now, there can be the statement from every school, "We have a good parent participation," and they have eight, nine or ten parents who actively participate, but scores that they never see, and scores of kids that don't continue to come to school.

The present dropout prevention proposal is keyed to that significant reality, recognizing that migrant parents as a group are alienated from the dominant society. They view public schools as a segment of the power structure that will not accept them or their children as equals. For example, at another school board meeting, a school board member says to migrants appearing for a free lunch program, scornfully, "All right, you want us to feed your kids tacos every day?" Now, what does that do to parents standing there and asking for a free breakfast program?

Consciously or unconsciously applied, these attitudes form a barrier to the successful achievement of an education by their children, an accomplishment that the great majority of the parents earnestly desire, all else notwithstanding.

While each public school in Florida that is involved with teaching of migrant children undoubtedly can point -- I have mentioned this. All right. Then I list the items here that we feel are necessary. For the moment, let me skip that, and to say that this concept of a dropout prevention program is aimed primarily at migrant families with children in third, fourth and fifth grade, for the sixth grade is the migrants' greatest dropout year. Ideally, it would require a year of preparation and planning followed by five years of operating in eight to ten major migrant county school systems. An in-depth professional assessment of the total program would then be appropriate.

I point out we can't get into this numbers game of, "What did you do this year?" It's going to take -- and anybody that tells you less, is kidding you, or is totally ignorant of what they are facing -- that this can be -- we can see what progress there is in one or two years. It isn't going to work that way. It is recommended that the program be funded at

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the annual level of one point one million, taken off of the top of the federal annual allocation of migrant education funds to the State of Florida, and that this program would be a technical assistance program.

Now, let me say, so it -- there is no misunderstanding, that we have designed this program so that there can be a relationship, contractual or application or however the phrase would be, between the Department of Education and non-profit corporations who are in this field of work. Very definitely, it is something that I would personally look forward to in providing a major share of the leadership, but look, I work eighty-five, ninety hours a week around the calendar. So I don't need a job, but I feel that it is our type of organization that is needed in this particular thing, because while it is an education program, it is fundamentally a social program, and this must be understood in order to reach the parents. Without the parents we're not going to succeed.

So, if it is decided that this has to be, for political reasons, done by the county school system, I'm willing to back off as far as the non-profits, in an effort to try to work something out, but the

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program is going to have to have these components. There must be a bilingual staffing at a higher level, not the guy that's hired to drive the van to take the middle class whites out where they don't know how to find the labor camp and do the translation. I'm talking about at decision making levels, this program, to be successful, has to be bilingual. It must be a Tuesday through Saturday work week. You've got to be able to hit the families and associate with the kids away from the school setting. It must be a mid-morning to early evening work day. Things which just do not fit in well, even in the sixties, when schools were enthusiastic about odd, irregular hours, those type of programs collapsed under the bureaucratic pressures. It must have a capacity to organize community resources in-depth, otherwise it isn't going to work and otherwise the program is going to have surface successes and ten years from now we're going to have the same kind of figures.

I'm asking you gentlemen, is the State going to put the children first, or are we going to put the political expediencies first? I don't believe that is necessary. I can't believe that the superintendents of schools in this state can't sit

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around the table and quickly recognize that, if what we are saying is what's needed, that they are not the best ones to do it.

Now, seven years ago this Cabinet appointed a task force on migrant education which has not been active. I would hope, in the process of trying to reach a solution, that perhaps the Cabinet might give instructions that this task force be reactivated. It has the Department's representatives. In fact, the Chairman was Dr. Nichols, and I couldn't ask for a better chairman, and to be authorized that they have the authority to examine and to pass on, if we are going to put through this proposal process, and a body that is outside, essentially outside of the middle level school system, Department -- State Department, and let's try to work something out here so that these kids are not continually being cheated by education.

Governor, that's my statement. I'm open to any questions.

GOVERNOR GRAHAM: Questions of Mr. Rollason, Mr. Gunter?

MR. GUNTER: Mr. Rollason, the funds that are involved here, what is the source of those dollars?

MR. ROLLASON: That is federal money, sir, and let me assure you, in my estimate, and at a different forum, I quickly established that this one point one million is readily available within the money -- without in any way detracting from any current program.

MR. GUNTER: I would just say that I think that the Department should not close the book on what you have proposed here. I think all of us recall the recent report on the federal level which was issued, I believe, by Secretary Bell, which did not show this state in a good light with respect to school dropouts, and I know that the explanation was that we have this unique problem in Florida with migrant children and, of course, I think that's what you're underscoring, is that we do have a situation that is frankly anguishing when you consider its ramifications to the individual lives of the children involved and, rather than just dismiss or rather than just cut in half or whatever the point of negotiations are now, I think, perhaps your thought of reactivating the task force and asking the Department, in conjunction with the task force, itself, to examine the recommendations that you have made very carefully and come back to this Board with the recommendations that have been developed, using that procedure for inclusion into the state plan for migrant education, would that -- from a timing standpoint, be acceptable, or do we need to take some immediate action?

MR. ROLLASON: I'm not the best one to judge that. I do know -- other than to say that I do understand that the state plan must be up to Washington in April, but I would rather have that come from someone else.

MR. CONNER: Governor?

GOVERNOR GRAHAM: Yes, Mr. Commissioner?

MR. CONNER: I understand that your recommendation on the one point one million from the federal migrant education monies -- I thought in my back-up material you had also recommended some eight hundred fifty thousand dollars to expand the pre-school --

MR. ROLLASON: Yes, sir. That item which had been reduced in the budgetary process to four hundred twenty-five thousand dollars, was state money that we were seeking, which is -- about half of that amount is in the proposed budget, but this money is federal money and not state money.

MR. CONNER: You're talking about the one point one --

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MR. ROLLASON: The one point one, yes, sir.

MR. CONNER: Governor, I think it would probably be a good recommendation to reactivate the task force. Mr. Rollason seems to think that that offers some guidance to his program, and some input from important sources, and I would concur that, if the task force could be reactivated, perhaps much work could be done by that task force to try to achieve some of these goals.

MR. GUNTER: If you want to offer that as a motion, I would second it.

MR. CONNER: I'd be glad -- well, if it's already there, I think you said it's in place, the discussion seems to indicate that the Board concurs with Mr. Rollason's recommendation that the task force proceed with their order of business. I don't know that we need any direction. I think we're about to get a response from the Chairman.

DR. NICHOLS: Governor, we -- the task force, since the '81 report, has had -- has not been active because there was -- issues have not arisen to cause that to occur.

The task force, as you know, made a report and we passed three laws which helped things out, and also the legislature has given us two million dollars

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for the three and four year old program. We would support -- I talked with Dr. Crawford and Commissioner Turlington, and we would support reviving and recharging the task force. I'd like to bifurcate the issue of the state plan, though, Commissioner Gunter, because I don't think that we would be able to act on that point. The issues which we --

MR. GUNTER: Do you mean quickly enough?

DR. NICHOLS: No, sir, I don't believe we can. The issues which we have debated extensively and in a friendly but serious fashion with Mr. Rollason, are over the responsibilities of involving the school district, the -- how you go about doing this, number one; number two, we have agreed, or we have felt that we agreed that one point one million dollars -- that is Mr. Rollason's figure -- we don't know if that is the right figure. It might be more and it might be less.

One of the things -- I talked with Dr. Crawford yesterday afternoon and this morning. Perhaps a series of cooperative agreements between the public and the private sector would be the appropriate way to go, but the task force is a relatively serious group of people, and as Commissioner Conner pointed

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out, it involves some relatively important people in the agriculture industry. We felt successful last time, so we would be happy to proceed in that fashion, and again, get back to the Board very quickly on the first issue, which is, how do you go about this process of doing a major dropout prevention program, with a recommendation on procedures? Secondly, I don't know that we could agree on a figure, a dollar figure today, although Mr. Rollason pointed out, if the money were -- that this money would be available without disturbing existing programs; however, there have been some program changes there, and we would have to report back on that, also, but generally, I believe that we could proceed as Commissioner Conner and Commissioner Gunter have suggested.

GOVERNOR GRAHAM: Mr. Firestone -- excuse me, Commissioner, do you have anything further?

MR. CONNER: Well, I just wanted the point clarified as to whether they need a new mandate, and I think I'm being told by -- we're being told by the Chairman that they can proceed, and it's my thought that they should.

DR. NICHOLS: We could, sir. We would like to have a charge, though, as to some direction to the

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Board, which I think we now have.

MR. CONNER: Well, I'll give you the charge, then.

MR. GUNTER: I second the charge.

MR. FIRESTONE: I'm a little concerned about what could be a bandaid approach that could compound the problem, and I wonder if Mr. Rollason could help me a little bit in educating me.

Your presentation was extensive, but it really didn't go into defining the problem, what exactly is causing the drop outs, and I have to assume that part of the problem is the nature of the migrant that goes from state to state following the seasons, and so, the first question that comes to my mind is, how can Florida unilaterally deal with the situation if the other states that are using migrants don't have similar programs so there is continuity?

The second question that comes to my mind is, is the dropout rate, because of this migratory aspect of it, and how are we going to effectively keep people in school when they, in a sense, leave our system because the parents are moving on to the next cycle of picking or involvement? Obviously, anything we do is going to be better than nothing, but I would rather see a comprehensive approach to it, as opposed to one that is just sort of a stopgap situation. So

I'm concerned about, again, the fact that, are there any type of interstate compacts that would allow us to at least use the model of other states if they already have programs in existence so there is continuity, and, number two, have we really identified the reasons for the dropouts? Is it because we are not putting on programs or simply because people are moving around?

MR. ROLLASON: Sir, a great deal of this is speculative. To your question of interstate agreements, there are some at the initial stages, I would say, of development. From a practical standpoint, we are seeing children and their families who leave here in, say, April and May, that, when they get to another school -- other school areas of the country, they -- there is no thought of enrolling them. Other states discourage them. In fact, within the State of Florida, take the migration out of Homestead and Immokalee into Ruskin for the spring harvest. Very few of those children are entered into public schools in Hillsborough County.

The reasons for children not being in school, a number of them are identifiable. The first is, very few people care in the school system. For example, there is one county at Christmas time we suggested they serve a given labor camp, and they came up with fifty elementary school kids there who had been there for months and had never been in school this year and some that had never been in school, period. This state is filled with children that are not in school.

MR. FIPESTONE: So, that would compound the dropout rate? In other words --

MR. ROLLASON: Well, when I say "dropout", you see, you've got a different point of view. What is a dropout? To me a dropout is a child that's not in school.

MR. FIRESTONE: Okay.

MR. ROLLASON: To a school system with whom that child has never registered, they say, "Well, don't charge us with a dropout, because he wasn't ever here," but -- and that is why, apparently, the statisticians prefer the survival rate approach to it.

We have the problems of the parents that feel from their own experience -- fourth and fifth grade is about tops of today's parents being in school, that are migrant -- all of it has been sad. They feel that the schools are against them. They feel that the schools are against their kids, and it only takes

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the publicity of a couple of nuts on the school board that make statements like I quoted to you to -- "See, that's what we tell you. They don't want our kids in school, and we're not going to send them to school," and -- whereas, the majority of the school systems are very desirous of helping these kids, and we have to get and reach those parents.

Now, I suppose my guess is that we would never get below a forty, forty-five percent drop out rate for these kids, from the economy of it, the various factors that are just insurmountable, but we know from the experience of the little bit that we've done, such as, we have this program in a model in Ruskin right now, in collaberation with a school system. It was funded by the legislature last year at our request, and we get all of our kids recommended by the schools. This is what we're talking about. They identify the kids. They see they are in trouble, and we are working with their parents and we are working with the kids. We've whipped up a lot of enthusiasm, but I can't tell you how many kids we've saved from dropping out, because it's too short a time, but that is the approach, to get the parent to see that the school systems care. They feel, the majority of them feel that they don't, and this is

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not true -- it really is not true, because we have wonderful people in our school systems in every county that are really concerned about these kids, but they are not being reached in the proper way.

MR. FIRESTONE: Governor, this is a subject matter that's very easy to give lip service to or to give encouragement and then have it fall by the wayside. I would want to keep a high level of visibility on this issue, and I wonder, Governor, if you would consider this being a part of a workshop, again, so that we can get school superintendents from around the state involved, perhaps find out what some other states that have agricultural interests are doing, and might even pursue it on the basis of one of the Governor's conferences to determine whether there is some standardization that could be agreed upon between states having similar problems with us?

GOVERNOR GRAHAM: That's a very good suggestion, and I'd like, with reference to all of that, if I could ask if that could be considered for an early workshop.

Let me -- is there any further questions? Let me ask a question.

I understand that the State presents a migrant

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education plan to an appropriate federal agency, which I would imagine is the U.S. Department of Education, and that plan indicates how the [illegible] proposes to use the federal money which it will draw down.

MR. TURLINGTON: Yes, sir.

GOVERNOR GRAHAM: Mr. Rollason, or Dr. Nichols, when is that plan submitted to USDOE?

DR. NICHOLS: It would be the third week in April, Governor.

GOVERNOR GRAHAM: What is that plan -- I gather that Mr. Rollason's priority -- the thrust of his comment is that that plan calls for placing substantial, if not exclusive responsibility on the individual school districts for the implementation of migrant education; is that correct?

DR. NICHOLS: Governor, that's how it would work out. It doesn't place it. Now, the five hundred thousand dollars which we've recommended for this year is more, and please correct me, Mr. Rollason, than Mr. Rollason had contemplated, as I understand it, that we would have very few dollars this year, and we would get started. The five hundred thousand dollars --

GOVERNOR GRAHAM: What is the five hundred

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thousand dollars for?

DR. NICHOLS: For -- to implement and develop a -- and to begin doing dropout prevention work among migrant children, that's what the five hundred thousand dollars is for. We could increase that next year.

I think that we agreed that, starting off with one million dollars was a lot of money for the first year, and we might not do as good a job as we would like in spending that much money. So, I believe that, and I think this is correct, that the five hundred thousand dollars the first year could then be increased to the million dollars the second year or whatever it is that the State Board of Education directs us to do, but Mr. Rollason is not asking for a million one for the first year; is that correct?

MR. ROLLASON: That's correct.

DR. NICHOLS: I think we've agreed on that point, that five hundred thousand dollars the first year, to get started, and start working, not just planning, but start, you know, out there and developing cooperative agreements --

MR. ROLLASON: Well, the difference, Governor, is that the state plan calls for the school districts

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to submit their proposals for dropout prevention, and it is there that we part company, because it is the same old hodgepodge approach, and we see, as I have outlined to you, the need to have a standardized, across-the-state program in which it is presented by the State, this is it, do you want in or do you want out, and then when they make the choice, if any county is out, then I believe, under federal regulations, the State can then turn to our agencies and request their application. We say it's got to be state-wide, not different in Polk, different in Dade.

GOVERNOR GRAHAM: As I understand it, the fundamental issue here is the degree to which migrant education should be treated as a state centralized curriculum activity.

MR. ROLLASON: This particular thing, yes, sir.

GOVERNOR GRAHAM: As opposed to individual school districts. I think that's a very significant question, and I -- because many of the fundamental rationales for decentralized education, which I, for one, support, are not relevant as it relates to migrant children, and we may have been carrying a concept by inertia to the migrant children, and the rationale and the distinctions of their

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circumstance would make that inappropriate. I'm concerned about, has the State Board taken action on the migrant education plan?

DR. NICHOLS: No, sir, Governor, nor has the State -- did the State Board of Education do it in the preceding year. It's not because we are unhappy or have any desire not to bring the plan forward for --

GOVERNOR GRAHAM: Well, I wonder if we could, at the next meeting, have the State -- what does this federal law say relative to who submits the State Migrant Education Plan?

DR. NICHOLS: I would have to call on Phil Rountree. Mr. Rountree, did you hear the question?

Governor, one of the things we could do, of course, is amend that five hundred thousand dollars and contemplate, after the answer to this question, that this will be used pursuant to different kinds of things, rather than just local school districts.

MR. ROUNTREE: Governor and members of the Cabinet, the federal regulations governing the migrant programs specify that the plans shall be submitted by the Department of Education after it's been cleared through the clearing house. Once the clearing

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house has approved the submission, we submit it annually. We did submit a three year plan last year, based on the changes created by Public Law 97-35 --

GOVERNOR GRAHAM: All right. You've answered the question. So it's the Department of Education, which is -- in this case the State Board is the head of the Department of Education?

MR. ROUNTREE: Yes, sir.

GOVERNOR GRAHAM: I would suggest that we have that plan at the April 19 meeting, and that we have available to us language which would give us the option of making a policy judgment on the issue of the degree to which this should be greater centralized, state controlled, as opposed to our tradition of local control, rather than us trying to write the amendment sitting at the desk, if the Department, with the assistance of Mr. Rollason, could help us frame the options as a matter of policy so that once we decide what policy we want to do, we would be in a position to effectuate it.

MR. ROUNTREE: Yes, sir, if we can do that.

GOVERNOR GRAHAM: If you can do that by the nineteenth?

MR. ROUNTREE: If we can have the plan ready.

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GOVERNOR GRAHAM: So you can have an amendment to the plan which would present policy options?

MR. ROUNTREE: Yes, sir.

GOVERNOR GRAHAM: All right. So we have done a number of things relative to this. We've asked to reactivate the migrant education task force. We've suggested that this would be an appropriate matter for a workshop session to consider, both action within the state and interstate action, and, third, that the migrant education plan be placed on the agenda at our next meeting with policy options prepared so that we can consider the appropriate direction and make a decision as to what state policy should be, and I would hope that Mr. Rolleson or other representatives of the migrants, and representatives of the school districts affected, could be here so that we could have a full exploration of this issue.

DR. NICHOLS: Yes, sir, and, Governor, we will bring forward a list of recommended appointments, because some of the people are no longer available.

GOVERNOR GRAHAM: Is there any further discussion on this matter? I guess the action which was suggested was a discussion of migrant education funding issues, and we have had that. Item 6.

Transcript Excerpt
from Proceedings of
State Board of Education
April 19, 1984

GOVERNOR GRAHAM: Motion and second for deferral. Discussion? Objection? Without objection, deferred. Next, Item 6.

DR. NICHOLS: Item 6 is the Approval of State Plan for Florida Migratory Child Compensatory Program, Fiscal Year 1985.

MR. GUNTER: Move it be approved.

MR. SMITH: Second.

GOVERNOR GRAHAM: Motion and second. Is Mr. Rollason or anyone --

MR. TURLINGTON: Yes, Governor, we have today, Mr. Wendell Rollason who spoke to the Board at the last meeting.

You know, he's the director of the Redlands Christian Migrant Association. Dr. Cecil Carlton, bureau chief of the Bureau of Compensatory Education is here, and we also have representation from the Florida Superintendents Association, Mr. John Gaines, who is their executive director.

I think that we had some discussion these last two weeks. I think that one -- my suggestion would be to ask Dr. Carlton to speak briefly, answer any questions that we might have, then, of course, be available for -- thereafter.

I'd like to say that, since our last meeting I've met personally with Dr. Carlton. I think that -- I want to commend his work. I think that he can -- would be able to answer, specifically, most of the questions that you might have and then we might have any questions or discussion about any part of the plan that you might wish to go into.

Mr. Rollason, I believe, also would like to speak, as would Mr. Gaines and perhaps others.

DR. NICHOLS: Governor, what we did this week, after the meeting, we were directed by the Board to place the state plan on the agenda, which you have, and everyone has received copies. We were also directed by the Board to prepare policy options for consideration.

That relates to your comments about more state control involved, instead of less, and those things

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were done. Everyone has them and at this point in time Mr. -- Dr. Carlton would --

MR. TURLINGTON: You know, that specifically was the issue that came up, about the amount of state management and control -- supervision of the program was the most specific policy question that came out of our last meeting.

DR. CARLTON: Well, essentially the state plan you have before you is one that is similar to past years where there is a strong emphasis on LEA's making decisions on the --

MR. TURLINGTON: Dr. Carlton, what is an "LEA"?

DR. CARLTON: A local school district. Thank you, Commissioner.

A local school board makes the determination of the programs it will offer, taking into consideration all of the programs available for migrant students, such as prep, basics, Chapter I, and state compensatory education. The major change in this plan is that the state proposed to retain a fund of some $400,000 to fund competitive grants that show promise to reduce dropout rates of migratory students and to increase the numbers of secondary migratory students that are served.

Now, on the issues paper that was prepared, those things I think are best discussed in terms of policy as opposed to the state plan. Any decision that is made regarding those can, for the most part, be implemented without reference to amending the state plan.

GOVERNOR GRAHAM: Could I ask a question? Do you -- what are the standards, in terms of student performance, that you look to to determine if a local educational agency is effectively carrying out its responsibilities to migrant children?

DR. CARLTON: The standard of performance in basic skills are reading, writing and arithmetic, are the same standards used nationally on pre- and post-tests to determine the level of achievement, and our annual report on that would indicate that we have been successful primarily -- for migrant students, primarily in the area of reading and a little less successful in the area of mathematics.

Now, in the area of support services, this is an area of migrant education, and, to some extent, in basics, Chapter I, we furnish medical services, social services and other kinds of services, and the valuation on that is simply the number rendered.

GOVERNOR GRAHAM: I reviewed the report that was submitted in March by the U.S. Department of Education

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on our migrant program which has raised a number of national concerns. Could you -- did you have a response to that DOE performance audit?

DR. CARLTON: We are in the process of preparing a response to that for the Commissioner's review, and we feel that we will be able to respond satisfactorily to all of the issues raised there.

The report contains, to some extent, some erroneous findings which we will point out, but in regard to the issue of state control and state monitoring of operations of the program, we feel we can demonstrate very, very clearly that we are providing for that.

GOVERNOR GRAHAM: Don't you think it would be wise, before we submit a plan for next year, to have satisfied ourselves that the critiques made of our previous years' performance are not warranted?

DR. CARLTON: Well, we believe that the response to that will be such that it will not impair the -- putting this plan into operation.

GOVERNOR GRAHAM: But you said that this plan represents, essentially, the past carried forward into the future. We have a DOE performance audit which raises a number of serious issues.

It seems to me that, before we commit ourselves

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to continue doing in the future what we've done in the past, we ought to be satisfied that we have dealt with or disposed of the concerns that were raised, and you've indicated that you have completed your report to the Commissioner, and obviously we don't have, as a State Board, access to your evaluation at this point. So, how are we supposed to intelligently make a judgment as to whether it's appropriate to continue what we have been doing?

DR. CARLTON: Well, a number of things in the report will not be directly in the state plan, the kind of application form that we would use, the way -- the kind of monitoring system and so forth which are separate, that are exterior to the state plan.

GOVERNOR GRAHAM: I'm not -- I'm really interested in -- the core concern, as I read it, was with the educational program, the same concern that Mr. Rollason raised at the last Cabinet meeting. We're not talking about forms or mechanisms, we're talking about whether we are properly educating the children, and that was what the criticism was.

DR. CARLTON: Well, we believe that we can clearly demonstrate that.

GOVERNOR GRAHAM: But, don't you think, as a matter of public administration, it would be better to

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be satisfied that the concerns raised in that last report are not warranted before we commit ourselves to make no change in the future?

MR. TURLINGTON: Governor, I certainly don't think we should ever commit ourselves to make no change in the future, and I think we should commit ourselves to make changes in the future when changes in the future will make the world a better place in which to live. So, I don't think, knowing Dr. Carlton, that he wants to be in any such rigid position as saying, "This is it and here we stand," and he -- I think he would say, "This is it and we have goals on which we stand," but I don't think you've got any rigidity there in terms of carrying that out.

When we can do a better job or find a way of doing a better job I think that -- and you may well, from observing, find that, here is a person that has ingenuity and adaptability to new realities. So, the reason the plan is here today is because that was the motion two weeks ago, and I just want everybody to know that we're not seeking to have something that says, "This is it and we don't want to ever be able to intrude on this until another 12 months has gone by," because I don't think that's at all the attitude.

DR. CARLTON: It could be amended at any point in time if it needed to be brought back before the Cabinet, but --

MR. TURLINGTON: Now that I've said those wonderful things about you, Dr. Carlton, I'd like to also say some wonderful things about our Governor who makes some very good points. If I don't have good friends here, it's not because I haven't tried.

GOVERNOR GRAHAM: Are there any other questions?

MR. FIRESTONE: I just wondered if I could quote Mr. Turlington on that.

GOVERNOR GRAHAM: Thank you.

MR. ROLLASON: Thank you, Governor and members of the Cabinet. Let me begin by saying that I think it is absolutely imperative that the schools and the advocates for migrant child education remain on the same team. The alternative to that would be most unfortunate, and anything I'm saying here today is geared toward that desire, that we do remain on the same team.

I think, realistically, today we are exactly where we were several weeks ago at the last meeting when I appeared before the Cabinet, but I think we are in a better position to effect positive changes. There is no question in my mind that changes are necessary. We can't let migrant education become, essentially, an entitlement program. We've got to recognize that the children, physically, are in flux across county lines. There are substantial changes in the pattern of Florida agriculture that is developing. Much of the new citrus plantings, for example, are moving further south because of the unfortunate advance of the freeze line that apparently has been occurring at least over the past four years in Florida. So, we are going to see counties gaining migrant children and counties losing migrant children.

In the past there has been a rigidity in the allocation of funds which has not always reflected these changes that have occurred. You have -- as relates to the state plan, I differ with Dr. Carlton to the extent that these proposed alternatives that were designed after a meeting of Commissioner Turlington and Dr. Nichols, Dr. Crawford and Dr. Carlton -- they have come up -- this is this green sheet I speak if -- I think there are seven pages that I believe are in your package. I would refer you to -- they are not numbered, but the third and fourth sheets, in which, on the right-hand column, policy positions representing alternate levels.

One, referring to -- on page 3, instruction programs, the others support services, carrying --

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and I -- particularly Item No. 3, which says, "SEA," which is the state, "would enter into cooperative agreements with local school districts or nonprofit agencies to design and implement multi-county programs which show promise to reduce the dropout rate for migratory students," and the second -- on page 4, Item No. 2 says the same thing.

I think it has been generally agreed amongst us that probably the programs would include both instructional and supportive services, but my strong request, gentlemen, is that you this morning amend the state plan to specifically include that paragraph that I read in the appropriate state -- page of the state plan, the reason being that I have been in the fringes of bureaucracy long enough to know that, while the intentions voiced here sometimes get challenged in the absence of the printed word, and that there isn't, in the printed word, a reference to nonprofit agencies, I think, if we are going to have a successful prevention program, it is going to have to enlist the forces of the school as well as the communities.

The issue -- for example, within the schools we need to have recognition, as there are in some of the school systems, that the late -- for example, the late arrival of migrant children finds that the spaces frequently that are available for programs, participatory programs that are attractive to young people, are all filled. I think each school must have, hopefully, our of -- a person that has, themselves, had farm-worker backgrounds, who are now professionals in the schools, can serve essentially as almsmen within the individual schools, counselors to these children and set about to see that there are spaces for these kids when they do come in, that the big -- single biggest hindrance for our migrant kids in these scattered areas -- for example, in Immokalee, this is not true because this is a very condensed migrant area, but in a county like Polk County where these families are scattered all over the face of the county, then you have the kids that have to immediately leave school because they are transported at quite a distance to labor camps in other areas of residency, and then never can participate in after-school athletics because they have no way of getting home. We have to devise a means of getting these youngsters, after this kind of athletic participation, home.

It is at -- in-house, inside the school that the dropout prevention program has to have the same hours. And it is our contention that the family

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problems, the outside -- the changing of parental attitudes, the ability to work with parents in the evenings and the families on Saturdays, that kind of thing is not well handled by the schools, and where we are proposing that we would come into the picture or other organizations such as ourselves.

Secondly, Governor, your remarks that perhaps there is a need to take a statewide approach, at least look at it for migrant child education, is right on target. When this program began in the state of Florida, there was a strong State presence, and the program was presented, and -- quite properly, to the counties, and they wanted in or they wanted out. Most of the migrant county school systems, fortunately, wanted in and it worked fairly well.

In the intervening decade, let me say, roughly, this State presence has been watered down until now it is the broad parameters in which there are many, many variables, and this has not proved, in our judgment, to be in the best interests of the children.

The problem, Governor, that you're raising this morning, relative to the state plan -- I would like to recommend that, with the addition of this section that I asked you to include this morning, and the fact that the state plan is amendable, that I think the federal timetable is that this must be submitted in April. I would like to suggest, since you have authorized the establishment of the -- the re-establishment of the Task Force, that you mandate that Task Force to examine this whole use of migrant dollars in the state of Florida and take a new look at it.

In addition, and I think this would meet the issue of really examining this audit and the examining -- there are some -- in different counties there are some exciting individual things that are being done in this program, and they are the types of things that need to be brought out and on to the table, and those county experiences, perhaps, be put in and say, well now, look, this has worked and let's extend it statewide, this type of thing, because some really wonderful things have been done, but they are isolated out because this is really not a state plan anymore.

I would suggest, sir, that because there is a philosophic difference here, that if we are going to keep on the same team we're at a point I feel where we need this Task Force to be a body in which I, for one, am committed to their decision, to what their recommendations would be back to you, that you assign to them the review of these proposals that the State has now asked for.

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Now, remember, as was announced here weeks ago, that the State has already put out the counties' requests for a dropout prevention program. I term this too little too late, and what I'm requesting now is -- and really, part of the second thing on the Task Force is that you empower them to serve as a review of these programs and to recommend to the Commissioner and to the Cabinet, if that is your wish, that they come forth with recommendations for these programs, that would come in, both through the schools, and if you accept this as part of the state plan, from the nonprofits so that the Task Force can review this situation as part of their overall review of migrant education and come up with recommendations, and I'll let the chips, as far as I'm concerned, fall where they do with that type of a broad review from a Task Force that has superintendents on it, school board members, migrant advocates, the whole ball of wax that are on that membership, and I think that this could give a fresh, intelligent review of the whole issue and satisfy all of us, DOE people and those of us on the outside, that we are back on track.

GOVERNOR GRAHAM: Questions of Mr. Rollason?

MR. GUNTER: Mr. Gunter, Governor, I'd just like to follow up on those comments. I think Mr. Rollason makes good points. We discussed at the last meeting the reactivation of the migrant Task Force, and I understand we are going to accomplish that at the next meeting of the Cabinet. I don't know whether it would be in order to offer a motion to set that activity as a priority for the Task Force, but I think it should, basically, be said.

We're talking about $18 million of federal funds and we certainly need to determine whether we're making the best use of those funds for our migrant children.

I think the point that you were making, the point that Mr. Carlton was making and others, and Mr. Rollason makes, is that we don't want to get into the wrong rut, and we certainly are open to objective recommendations as to how to maximize those funds and other resources in order to set some measurable goals and objectives.

So, I don't know what your thought would be as to charging the Task Force, if you want to wait until the next meeting when we --

GOVERNOR GRAHAM: Mr. Gunter, we have a motion before us now which is to approve this plan. So we need to dispose of that. Then I think we ought to come back and deal with the issue of what we would like the Task Force to be. Would that be satisfactory?

MR. GUNTER: Certainly.

GOVERNOR GRAHAM: And Mr. Rollason, you suggested a specific amendment to the plan. Could you read that amendment, and I might ask Mr. Carlton -- Dr. Carlton or Dr. Nichols to tell us where that amendment would fit into the plan by page number.

MR. ROLLASON: Well, sir, this says -- and this, again, is the product of the DOE -- that the SEA, which is the State Department of Education, would enter into cooperative agreements with local school districts or nonprofit agencies to design and implement multi-county programs which show promise to reduce the dropout rate for migratory students.

MR. GUNTER: Now, how would you amend that?

MR. ROLLASON: Well, this is -- I don't know if this is in the language that is given here, but this is the sentiment I'm of.

DR. CARLTON: For the proposed amendment --

MR. ROLLASON: For the proposed amendment, right.

DR. CARLTON: We can take the sentiment that Mr. Rollason is indicating and amend it into page 10 of the state plan, which is headed, "Instructional and Reporting Strategies, and Properly Numbered."

MR. TURLINGTON: So move.

MR. SMITH: Second.

MR. GUNTER: Second.

GOVERNOR GRAHAM: Okay. We have a motion in the form of an amendment which will appear on page 10, which has been moved and seconded. Is there any discussion on that amendment? Is there any objection to that amendent? If not, the amendment is adopted.

I'd like to come back to what is my essential concern. This program is a federal program and federal law makes this Board responsibile for its administration. This is not a program in which the state Legislature has decided what the pattern of delivery of the services or the level of responsibility would be; rather, the federal Congress has placed that responsibility on us. I consider this Board, therefore, to be responsible for performance under this program. If we decide that we wish to administer this program on a decentralized basis, as we have in the past with primary reliance on local educational agencies and, essentially, the State becomes a flow through of funds to those local education agencies, then I believe we have the responsibility to monitor what is happending at the local level, based on student performance.

Are the children being educated? Are the other range of services contained in this program being

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provided, and how do we know that those are the case, and it is to exactly that point that we have this critical audit. I would quote from the audit of March 7, 1984, "The most significant problem within the migrant education program in the state of Florida are State administration and program accountability," and then it goes on to elaborate.

My question is, what, Mr. Rollason, as an advocate of migrant children, and, Dr. Carlton, on behalf of the program, what do you think we ought, as the State Board of Education, to be asking for in terms of performance indicators to satisfy ourselves that our goal is being achieved through the decentralized administrative pattern that this state plan calls for?

MR. ROLLASON: Speaking for myself, sir, I want to make it clear that I'm not an educator. We do have on the staff people who could respond to this and would, and I would assume the forum will be the Task Force, but your concerns are valid, sir.

GOVERNOR GRAHAM: Well, yes, Dr. Carlton?

DR. CARLTON: We are making an annual evaluation of the educational achievement in the basic skills and we give that -- report this annually to USDE and to the Commissioner, so we can tell you what programs we

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are offering and what achievement is being made in those programs.

GOVERNOR GRAHAM: Could you make that information available to the State Board?

DR. CARLTON: Yes, sir.

GOVERNOR GRAHAM: And it indicates it by local education agency?

DR. CARLTON: Yes, and we could do it by local education agencies, although what we have published now is statewide.

GOVERNOR GRAHAM: How do you -- if the only thing you have now is the aggregation of statewide information, how are you able to monitor whether an individual local education agency is achieving its expectations?

DR. CARLTON: We have the local education agency. It's just that the report we make is aggregated to the State. We can provide it by LEA, by the local school district.

GOVERNOR GRAHAM: Who uses the information that you do have on local education agencies' performance, and Mr. Rollason made a very damning presentation two weeks ago, and I assume somebody is aware of that same information and is using it to manage a program, and I underscore, this is a program where the Congress

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looks to us, the seven people in this room to be responsible for it, and we've made a decision to administer it on a decentralized basis. We could decide to administer it on a highly centralized basis, which I think maybe Mr. Rollason is suggesting we ought to consider, but I -- but I have a decentralized administration bias, personally, but with that carries a responsibility to get information as to performance so that we could know whether the people to whom we assign the responsibilities are executing those responsibilities?

DR. CARLTON: Well, Mr. Rollason's major issue, I believe, was the dropout issue, and the major focus of almost all compensatory programs up to this point in time has been achievement, reading, writing and arithmetic. That's where the major amount of the money is going for the migrant program, and we can only infer at this point in time whether or not it's impacting the dropout rate.

Now, what we propose to do in the plan as a matter of state policy is to move toward an emphasis in dropout prevention which would be a new emphasis above the basic skills area, but we can give you the results of achievement in basic skills, but we do not have reliable data on how it increases or decreases the

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dropout rate.

GOVERNOR GRAHAM: All right. We have a motion as amended. Is there any further discussion? Is there any objection on the motion as amended? Without objection, the motion is adopted, and I support this with the clear understanding that we have the ability to amend this plan if we find that such an amendment is appropriate.

Mr. Gunter wanted to offer a motion relative to the agenda of the Migrant Task Force.

MR. GUNTER: Governor, simply to charge the Migrant Task Force, when it is reactivated at the next meeting, to take up as a priority a review of the $18 million, approximate, budget which this program encompasses to determine if we are getting the best possible use of those dollars for the migrant children.

I just think that that should certainly be at the top of the list, from the standpoint of the activities of the Task Force. I think that Mr. Rollason was making a similar suggestion. So I would like to offer that in the form of a motion.

GOVERNOR GRAHAM: There is a motion that, as the first order of business of the Migrant Education Task Force, it take up a review of this program. Is there a second to that motion?

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MR. FIRESTONE: Second.

GOVERNOR GRAHAM: Second. Within a couple of specific things that would lead to that ultimate objective would be: one, an analysis of the U.S. Department of Education program audit; and, second, an evaluation of the standards and reporting upon those standards of student performance which the Task Force would consider to be appropriate for this Board to carry out its responsibility of managing the program, overseeing the management of the program.

MR. ROLLASON: Governor, could you accept my proposal that the Task Force review the applications for the dropout prevention program, since there is a distinct difference in the approach?

GOVERNOR GRAHAM: I would incorporate that in the agenda, also.

We have a motion and second. Is there any discussion? Objection? Without objection, the motion is passed.

MR. ROLLASON: Thank you, Governor.

DR. NICHOLS: Item 7 is the Approval of PECO Annual Capital Projects Plan, 1983-84.

MR. GUNTER: Motion.

GOVERNOR GRAHAM: Motion. Is there a second?

MR. FIRESTONE: Second.

Section Seven

Federal Review of Florida's Migrant Education Program

and

State Response to that Review

Introduction

The federal DOE review included here is the "audit" referred to by Gov. Graham in his exchange with Dr. Cecil Carlton as transcribed, beginning page 17 of the April 19, 1984 proceedings of the State Board of Education.

The state's formal response to that federal review is the second document of this section.

oOo

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON DC 20202

MAR 7 1984

RECEIVED
MAR 12 1984
ADMINISTRATOR
COMPENSATORY EDUCATION

The Honorable Ralph D. Turlington
Commissioner of Education
State Department of Education
PL08, The Capitol
Tallahassee, Florida 32301

Dear Commissioner Turlington:

This letter transmits a report of our recommendations based on the review conducted by Mr. Kenneth Frye, Mr. William Stormer, and Ms. Lila Shapiro during the week of December 12-16, 1983 of the operation and administration of your migrant education program authorized under Chapter 1 of the Education Consolidation and Improvement Act of 1981.

I take this opportunity to express my appreciation to you and your staff for the assistance you gave in the preparation and conduct of this review.

Please respond within 60 days as to the action your agency has taken or plans to take to implement the recommendations in this report.

This office stands ready to provide any necessary technical assistance, on request, to your staff.

Sincerely,

John F. Staehle
Acting Director
Compensatory Education Programs

Enclosure

A REPORT

TO THE

FLORIDA STATE DEPARTMENT OF EDUCATION

This is a report of the findings and recommendations resulting from the Chapter 1 migrant education program review conducted in Florida during the week of December 12, 1983. Members of the team visited the regional offices in Fort Lauderdale and Sarasota, the local school districts of Palm Beach, Collier, Hardee, and Hillsborough, and the State Compensatory Education office in Tallahassee.

The information in this report was acquired by examination of the Florida State program application, local project applications, office documents, previous review reports, records, on-site visits, and by interviews with State and local program personnel. Specific program areas discussed included organization and staffing, fiscal management, disposition of equipment, identification and recruitment, and local agency applications.

The Basic State Formula Grant Program (Section 141 of Title I) is authorized under Section 554(a)(2) of the Education Consolidation and Improvement Act of 1981 (ECIA). The ECIA (Pub. L. 97-35), the technical amendments to improve the administration of ECIA (Pub. L. 98-211), and portions of the General Education Provisions Act (GEPA) are applicable to the migrant education programs.

Currently, those parts of Title 34 of the Code of Federal Regulations (CFR) Part 204 not superseded by ECIA or the technical amendments, and 34 CFR Part 74.60-62 (the latter concerns fiscal control and accounting) are the applicable regulations.

Commendation

The Florida State educational agency (SEA) is to be commended for transmitting information by use of the "facsimile machine." It appeared to the review team that this method has greatly enhanced the transmission of enrollment data from the local educational agency (LEA) to the terminal operators. The utilization of this machine, coupled with daily delivery of enrollment forms from the school to the LEA office, makes its possible to send to and receive Migrant Student Record Transfer System (MSRTS) information from Little Rock on the same day. This unique procedure could well be utilized in other States.

Problem Areas

The most significant problems within the migrant education program in the State of Florida are State administration and program accountability. Our review revealed that the SEA is not fully meeting its programmatic and financial responsibilities. The program is primarily operated as a flowthrough program whereby funds are awarded to LEAs based on numbers of children and a standard assurance page, rather than a State administered educational and support program for eligible migrant children. This finding is discussed to a greater extent later in this report.

State Administrative Funds

The migrant education program is an SEA program under an application submitted in accordance with the provisions of Section 141 of Pub. L. 95-561, incorporated into Chapter 1 by Section 554(a)(2)(A). Funds are provided for the State to administer Chapter 1 programs, including the migrant education portion, under Section 194 of Pub. L. 95-561, also incorporated into ECIA.

Additionally, since the SEA administers and operates the program for migratory children, program funds may support unique administrative functions performed as a result of this dual responsibility. It is necessary, however, that standards be established for the SEA's use of these administrative funds. These functions are delineated in Section 204.50 of the migrant education regulations.

In addition, Section 204.12(b)(13) of these regulations states that the SEA shall include in its plan a description of the unique administrative functions, including staff salaries, it proposes to charge to State Title I or Title V administrative funds, whichever apply.

Finding: The State of Florida received for fiscal year (FY) 1983 (program year 1983-84) $1,198,203 in Chapter 1 administrative funds. The FY 1983 Supplemental Information to the Florida State application for migrant education shows $179,245 of that amount is to be used to administer the migrant education program, which has an allocation of $17,112,550. From the migrant allocation an additional amount of $1,559,605 will be used for program administration, for a total of $1,738,850. At the same time, $1,018,958 of Chapter 1 administrative funds are being used to administer the funds for the other Chapter 1 programs, which total $102,707,734. Since assignments of costs are made on the basis of assumed percentages of time involved in program activities, we question the appropriateness of the distribution.

During the review, considerable time was spent discussing the administrative functions and staff salaries that the SEA proposes to charge to the respective programs for Chapter 1 administrative services. The discussions gave varying opinions of the amount of time individuals devoted to migrant education administrative activities. The review team was informed that an up-to-date delineation of salary costs charged to the migrant education program funds, the Chapter 1 administrative funds, and State funds would be prepared and sent to the migrant education program office. We will appreciate receiving this information and will review it carefully when it arrives.

Recommendation: State administrative services performed in connection with other Chapter 1 programs, as well as in connection with the Chapter 1 migrant education program, should be separately identified. Time and function records should be established, and administrative costs for each program should be recorded appropriately. Use of migrant program funds is limited to those functions delineated in Section 204.50 of the regulations, and contained in an approved application. Without appropriate documentation, no activity may be charged to any Chapter 1 funds.

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Determination of Allocations to Subgrantees

Prior to 1982, the State allocated migrant program funds to LEAs based upon enrollment of students in prior years, perceived needs of migrant children, and the preceding year's funding. Beginning with the FY 1982 allocations, the SEA has employed a formula based solely upon FTE to determine LEA allocations. The formula based upon FTE data frequently creates an imbalance in the amount of funds available to an LEA versus the number of children needing services. Generally, formerly migratory children (status 3 children) generate more funds for educational offerings than the same number of currently migratory children. The result is that an LEA with a high percentage of currently migratory children has fewer dollars to serve more children than does the LEA with a high percentage of formerly migratory children.

Finding: Allocation of migrant program funds is made by the SEA to operating agencies on an FTE basis. No other considerations or factors appear to be used in the determination of allocations to LEAs. At least two LEAs received allocations based upon their reported FTEs, but no migrant programs or services are offered the migrant children, other than enrollment in the MSRTS.

Recommendation: The SEA should reassess the equity of such allocations to LEAs and determine the amount of a subgrant to an LEA based on the following criteria as set forth in 34 CFR 204.40:

a. The number and category of eligible children to be served.
b. The nature and scope of the proposed project.
c. Any other criteria developed by the SEA relevant to the State migrant education program, including its priorities concerning ages and grade levels of children to be served, areas of the State to be served, and types of services to be provided.

Fiscal Management Reports

Finding: The U.S. Department of Education (ED) team was told that fiscal information is provided to the SEA by the LEAs on a monthly basis and reflects only current expenditures. However, there appears to be no process by which the SEA may receive a monthly summary of unobligated balances. Current fiscal information is needed on obligations and expenditures. Such reports would enable the SEA to efficiently move funds from one operating agency to another, if necessary.

Recommendation: In order to establish more timely and effective SEA program and accounting control, we recommend that a report be designed to provide current LEA migrant program fiscal data on obligations, expenditures, and unobligated funds (on a line-item basis) for periodic submission to the SEA.

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Carryover Funds

The SEA is required to report to ED, at the time it applies for its annual funds, an estimate of the unobligated or "carryover" funds expected at the end of the current fiscal year and then provide the ED with a final report. In order to ensure efficient and economical administration of the State migrant education program pursuant to Section 204.50(b), the SEA should issue a rule that permits the SEA to make appropriate funding adjustments to its subgrantees and special arrangements to avoid paying an operating agency in excess of that agency's actual needs.

Finding: The SEA State Plan originally reported $500,000 would be carried into program year 1983-84. During the review, it was learned that of the $17,907,213 that was allocated to the State of Florida for program year 1982-83, $5,110,452 (28.5%) of these funds had not been obligated to provide services. In letters sent by the SEA to certain LEAs in November, "roll-forward" funds held by each LEA were verified. The letters also requested that if the LEAs found that they had funds more than 15 percent in excess of their current needs they should "please authorize the release of these excess funds in order that they can be reallocated to other districts." This statement conflicts with 34 CFR 204.50(b) which requires the State to issue a rule governing adjustments to subgrants.

Recommendations: 1. The SEA should obtain fiscal data on a scheduled basis in order to determine when funds are in excess of need and should be able either to retrieve excess funds or to reduce the LEA grant for the next year and to accurately report to ED the total amount of funds to be carried over to the next year.

2. Program size, scope, and quality should be evaluated frequently to ensure the timely flow of funds to those migrant education projects in need of increased funding due to an expansion of services or increased number of children, or a decrease to those projects where the enrollment of migratory children may have declined.

Distribution of Equipment

When necessary for the efficient operation of the migrant education program, funds allocated to the program may be used to purchase equipment and for construction of facilities. Because the migrant education program is a State administered program, equipment, including portable classrooms, acquired with program funds is the property of the SEA (34 CFR 204.50(c)). The SEA is responsible for proper disposition of any equipment no longer needed in the program.

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Finding: Information secured at the SEA regarding surplus equipment purchased with migrant education program funds was limited. However, during the week the team was in the field, it was noted that many portable classrooms had recently been purchased. In addition, computers were purchased with migrant education program funds and were being used by entire classrooms of children irrespective of whether they were migratory children. It also was reported by SEA staff that other similarly acquired equipment had been declared surplus and then sold at reduced rates to the LEAs. The proceeds of these sales, reportedly, were returned to the migrant education program. Records of these transactions were unavailable for review. The team was also informed that surplus office equipment acquired with migrant education program funds was made available to SEA staff members.

Recommendations: 1. The SEA should establish adequate safeguards to ensure that temporary structures (classrooms) and other equipment purchased with Chapter 1 funds are essential to the program. Equipment purchased with migrant education program funds must be used to provide services for eligible migrant students only. The use of these funds must be planned, conducted, and directed for the benefit of eligible children selected to participate in the program (Section 204.50(c)(2)).

2. The State must adhere to the established legal procedures for the disposition of equipment purchased with migrant education program funds. The SEA may not declare equipment as surplus and then permit its use by an LEA for other than migrant program purposes.

LEA Applications

Finding: The review team requested and was provided applications from LEAs that were to be visited. In each case, the application format was the same. Little or no information was supplied upon which to base State approval. There was no indication of the anticipated number of migrant children in the project area. There was no information on the estimated cost of providing each service rendered, nor the types or numbers of staff to be employed. The budget amounts listed by line item showed no relation to the SEA program plan. The applications reviewed did not adequately describe what was to be done in the program. There appeared to be a relinquishing of program and fiscal responsibilities on the part of the SEA. When the team questioned responsible SEA representatives, they too expressed an uneasiness about approving these projects based on such limited information. It is difficult to understand how the SEA can approve these projects and monitor them based upon such limited information.

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Recommendation: The State must require each operating agency to submit an application in keeping with the State plan and with the regulations (34 CFR 204.32), including sufficient information to allow the SEA to carry out its responsibilities in relation to the program, and sufficient to provide an adequate audit trail.

Identification and Recruitment

The process employed for the enrollment of migrant children at each of the participating schools appears to function very well when parents are present at the time of enrollment and sign the enrollment form. Eligible children are then promptly entered in the MSRTS. However, the policy employed in Florida whereby a child is not to be enrolled into the MSRTS until a parent or guardian has signed the authorization form often contributes to excessive delays in MSRTS records reaching the teacher when they can be most useful. This condition has existed over a period of years. We quote from a report made following a previous review conducted in Florida during March 1981.

> "In Florida, a migrant pupil is frequently enrolled in school four weeks, or more, before information is requested through the terminal operator to the computer center in Little Rock, Arkansas. This delay occurs as a result of the State requirement to secure the parent's signature on the eligibility form before the child is enrolled in the record system. While the State may require the signature of a parent in order to determine the eligibility of students, acquiring a signature for this purpose is not a Federal requirement (reference §204.56 of the current Migrant Education Program Regulations (MEPR) (34 CFR Part 204)."
>
> "Recommendation: Each child should be enrolled in the MSRTS immediately upon being identified. The parent's signature can then later be secured in the usual manner. In those rare cases where a child is determined to be ineligible after being enrolled in the MSRTS, he or she can be withdrawn from the record system as of the day he was enrolled without penalty to the local unit or to the SEA."
>
> This finding and recommendation continue to be appropriate.

Finding: The review team noted that the employment period of migrant recruiters (community aides) and record clerks, in the areas visited, is for 10 months. The period of employment usually begins during the first week of school and terminates in June. Since the recruiters were not on the job early enough in the school year, a large volume of MSRTS enrollments accumulated the first week of school in September. This process of enrolling children does not make it possible for records of migrant children to reach teachers in a timely manner. In Palm Beach County, during the time of the team's visit, recruiters were still in the field verifying records.

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In addition, over 1300 MSRTS records had not been checked nor sent to the teachers in the classrooms. This process defeats the purpose of the MSRTS. Some of these children had been enrolled for the entire summer and teachers did not yet have the benefit of their records.

Recommendations: 1. Home school recruiters should be employed either on a 12-month basis or prior to the peak utilization of migrant labor in the area. They should do as much preregistration as possible so that each child's academic record will be available on the first day that the child attends school.

2. The SEA should maintain an ongoing effort to identify and recruit all migrant children in the State. A procedure should be developed, implemented, and closely monitored to ensure that eligible migrant children are enrolled and are provided needed services.

Services to Children

Nationally, services to migratory children under the Chapter 1 migrant program have been predominately at the pre-kindergarten through grade six levels. This condition appears to exist extensively throughout Florida. Of the 8,630 secondary school-aged youth expected in the State, the State indicated that services will be provided to support 2,480 youths in grades 7-12. In the Belle Glade area, there were aproximately 700 migrant children at the secondary level, but we could not ascertain that a high school program was offered to them. The same situation exists in other areas of the State. It should be possible for more eligible children in the State to receive services, especially in view of the significant amount of carryover funds.

Finding: The Florida Migrant Program application for the present year (1983-84) indicates that approximately 58,000 migrant children are expected to reside in the State during the year. Of that number, the State expects to provide services to 18,000 children, or 31 percent of the eligible population. Services to the remaining 40,000 children are limited to enrollment in the MSRTS. This disparity requires a careful review of program services and exploration of means for expanding the program to include more migrant children. We note that on the basis of the Florida allocation and the number of children to be served, the per pupil cost is approximately $3,200. The figure is approximately $700 more than the 1982 average per pupil expenditure ($2,527) in the State. An additional dimension to be considered with regard to services to children is the availability of funds. The review team learned that several LEAs had carryover funds in excess of 50 percent of their 1983-84 program year allocations. Subsequently, we learned that the total carryover in the State exceeds $5,000,000. This represents almost 29 percent of the Florida allocation for the 1983-84 program year. (This concern is discussed in the Carryover Funds section of this report.)

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The State should be aware that it is permissible to provide academic and supportive services to all children eligible to participate in the program. The Florida SEA has published directives indicating that only those migrant children who have scored below the 50th percentile on a standardized test may be provided services. While this policy is not contrary to the Federal position, it does contribute to the disparity in the number of children being served as compared to the number of children in the State eligible to receive services.

Recommendations: 1. The SEA should continue to assess the need for and develop programs for secondary school-aged children. Those programs should be geared toward increasing attendance, ensuring student retention, and providing opportunities for raising the students' level of educational achievement and potential vocational skills.

2. Consideration should be given also to providing services to eligible children in areas where programs are not now offered.

3. The State should take immediate steps to work with its LEAs to use excess funds in a prudent manner. If that cannot be accomplished, those funds should be returned to the State for reallocation either within the State or to the Federal migrant program office for reallocation to other States.

Regional Offices

Finding: Area program offices, as extentions of the SEA central office, are assumed to be assigned similar authority and responsibility for carrying out the Federal compensatory education programs. Inquiry and examination of documentation reveal different staffing, funding, and operations. The time spent by area office staff on migrant education was estimated to be 20, 33, and 75 percent depending upon which area office was being examined. Migrant education program funds supported 25, 40, 60, and 100 percents of the salaries paid area staff. The five area offices were staffed by a half-time consultant (area program director), three, six, five, and five persons, respectively. These figures, however, do not include persons performing the MSRTS terminal operation function. This function is accomplished through subgrants to LEAs which set up operations in area offices and a subgrant to an LEA which operates in its own office. In another arrangement the area office submits information to a second area office for transmittal of information to and from Little Rock. The addition of consortiums of LEAs and the use of central staff confuses the understanding of the operation of MSRTS and identification and recruitment activities.

Recommendation: To strengthen the migrant education program as a State program and maintain direction and control of the program, the SEA should reassess the role and operation of the regional offices and the roles of subgrantees. As an extension of the SEA, the regional offices should be delegated the authority and responsibility to strengthen the State's migrant program operational functions and improve the effectiveness of the LEA projects.

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STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

May 7, 1984

M E M O R A N D U M

TO: Selected District Superintendents

FROM: PRountree Philip Rountree, Administrator
Federal Compensatory Education

SUBJECT: MIGRANT PROGRAM REVIEW

Enclosed for your information are copies of the United States Department of Education's (USDE) Migrant Program Review and the Florida Department of Education's response to the report. This review was conducted by USDE staff during the week of December 12-16, 1983.

Your continued cooperation to improve the quality of migrant education in Florida is appreciated.

PR:bdw

Enclosure

cc: District Directors/Coordinators
Area Program Administrators

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1. State Administrative Funds

In the State Plan for Migrant Education which is being forwarded under separate cover, state administrative services performed in connection with other Chapter 1 programs as well as in connection with migrant education have been clearly delineated and separately identified (see attachment #1). The Department will establish time and function records which will serve as a basis for justifying this proration. Cost to support the positions which are proposed to be charged to migrant education program funds will be for responsibilities as outlined in Section 204.5, CFR 44.

2. Determination of Allocations to Subgrantees

The SEA believes that its policy for the allocation of migrant program funds meets the requirements as set forth in 34 CFR 204.4, particularly when discretionary funds are retained to meet priority needs as circumstances dictate. The State Plan for Migrant Education for 1984-85 contains a proposal for discretionary funds to be retained at the state level in the amount of $400,000. These funds will be awarded to subgrantees whose applications show promise of reducing drop-out rates and increasing the number of eligible migratory children receiving services.

The SEA does not concur with the finding "...two LEAs received allocations based on their reported FTEs, but no migrant programs or services are offered the migrant children." Two LEAs were awarded discretionary grants for the purpose of determining whether there was a sufficient concentration of eligible migratory children to warrant the delivery of instructional programs and services. The amount of the grants were determined on the estimated cost to conduct the survey as opposed to earned FTE. As a result of one of these grants, a summer program will be provided during May-July, 1984 for eligible students.

3. Fiscal Management Reports

The SEA will monitor the rate of each LEA's expenditures on a monthly basis. This process will establish a more timely and effective program for accounting control.

4. Carry-Over Funds

As indicated in the SEA's response under the heading Fiscal Management Reports, the SEA will obtain fiscal data on a scheduled basis in order to determine when funds are in excess of need. When such a determination has been made, the SEA will take appropriate action to retrieve excess funds or to reduce the LEA's grant for the following year. Using these data, the SEA will project the estimated amount of funds to be carried over to next year. Funds which are retrieved shall be added to discretionary funds retained at the state level in order to expand services or increase the number of children to be served.

5. Distribution of Equipment

The SEA currently requires the superintendent or agency head, authorized to make applications, to assure the SEA that all temporary structures and other equipment purchased with Chapter 1 funds are essential to the program. The SEA monitors subgrantees on a regular basis to determine that this requirement has been appropriately implemented. In addition, the SEA will expand the information required in the original application for funding to include a supplemental schedule listing proposed equipment purchases (see response #6 related to LEA Application). The state has and will continue to adhere to established legal procedures for the disposition of equipment purchased with migrant education program funds.

The SEA does not concur with the finding "...many portable classrooms had recently been purchased." For fiscal years 1982 through 1984, only two portables were purchased; however, in fiscal year 1981, twelve portables were purchased in Palm Beach County. This purchase was approved following a determination that existing mobile trailer units were no longer satisfactory for instructional purposes. A request for disposition of ten trailers was forwarded by the Department of Education to the Department of General Services requesting authorization and procedural direction related to this request. The Department of General Services authorized their being advertised for sale and invitations to bid were issued. Following the receipt of bids, awards were made to the highest bidder. In the case of four of these trailers, the highest bidder declined delivery. The Department of General Services then authorized the Palm Beach County School Board to acquire these units at an average between the highest and second highest amount offered in the original bid.

6. LEA Applications

The Bureau of Compensatory Education, in managing the ECIA, Chapter 1 grant programs, follows the procedures described in the publication, Project Application and Amendment Procedure for Federal and State Grant Programs Administered by the Division of Public Schools. This publication, in fact, describes the project application and amendment procedure for all state and federal grant programs administered by the Division of Public Schools. The Division Director has authorized the 1984-85 migrant project application to include four supplemental schedules. These additional schedules along with expanded instructions to the LEA for describing the proposed project, will provide the information delineated in 34 CFR 204.32.

7. Identification and Recruitment

Enrollment:

It is not the policy of the SEA to delay the enrollment of eligible children into the MSRTS until the parent or guardian has signed the authorization form. As a result of the United States Department of Education (USDE) program review conducted in March, 1981, the SEA notified the LEAs in an August 17, 1981 memorandum that it would not be necessary for them to obtain and Identification Form (i.e., Certificate of Eligibility) prior to the children being enrolled into the MSRTS as long as the children's eligibility was verified prior to the December 31 annual enrollment deadline (see attachment #2). Although parent signatures are obtained on the Identification Forms, there is no present policy which requires LEAs to obtain signatures before the MSRTS enrollment is completed. In addition, the SEA has made a concerted effort to improve the timeliness of the MSRTS enrollments at the local level. Extensive monitoring has been conducted by each area office staff to determine the accuracy, completeness, and timeliness of the Identification Forms and MSRTS records and processes. LEA staff are expected to have the MSRTS enrollment completed within three working days of their enrollment into school for all current status migrant students in grades preschool through twelve.

The SEA will again advise the LEAs of the policy that the Identification Forms do not have to be completed prior to the child being enrolled into the MSRTS, as long as their eligibility is verified prior to the enrollment deadline in December.

Recruitment:

As part of the monitoring process, the SEA has analyzed the frequencies with which currently migratory children arrive in the district, are identified, enrolled in school, and withdrawn from school. This information provides valuable insights into migrant student impact periods in the district. This information will be used in evaluating staffing configurations proposed by the LEAs in their project applications to assure that adequate staff are employed to perform these functions in a timely manner throughout the calendar year. The State Plan clearly states that the LEAs should give first priority in the allocation of resources to the identification and recruitment of migrant children and their enrollment into the MSRTS. Additional SEA guidelines have recently been developed to explain to the LEAs the specific criteria that should be considered in meeting this objective.

The SEA is continuing to identify eligible migrant children in districts which have no ongoing migrant programs. Efforts have been implemented during the past two years to expand the identification process to determine if enough children reside in these non-project areas to warrant implementing an instructional program. Two such districts, Leon and Gadsden, will be implementing summer programs this year to serve the children who have been identified during the past two years

8. Services to Children

As was indicated earlier in the response under the heading of Determination of Allocation to Subgrantees, the proposed State Plan for 1984-85 provides for the development and expansion of programs for secondary school age children which will be geared toward increasing attendance, ensuring student retention, providing opportunities for raising the students' level of educational achievement and potential vocational skills.

We will also continue to give consideration to providing services to eligible children in areas where programs are not now offered. The state will continue to monitor the LEAs proposed use of excess funds to determine that the utilization of these funds is carried out in a prudent manner.

The state does not concur with the finding related to average per pupil cost for services provided with migrant education program funds "...the per pupil cost is approximately $3,200." Using the 1983-84 allocation of $17,112,550 and dividing that figure by estimated children to be served as reported in the 1983-84 Plan, the per pupil cost is expected to be $951. This figure is significantly below "... the 1982 average per pupil expenditure ($2,527) in the state." Furthermore, the SEA believes the requirement is sound that a migratory child be educationally deprived before receiving compensatory instruction. This strategy enables the SEA in cooperation with LEA to provide services to those eligible migrant children who are determined to be in greatest need or who fall below the norm of expected achievement. The state has developed and disseminated to subgrantees a technical assistance paper which provides several alternative strategies for identifying children who are educationally deprived.

In addition to the services provided by migrant education program funds, an analysis of the State Student Assessment Data for 1982-83 revealed that an additional 6,600 eligible migratory students received instructional services in either Chapter 1 Basic or State Compensatory classes.

9. Regional Offices

The role and the proration of costs for personnel in the regional offices is depicted in attachment #1. Those personnel to be paid from migrant funds will perform only the functions delineated in Section 204.5, CFR 34. The SEA will continue to monitor and evaluate the functions of regional offices.

FLORIDA STATE PLAN

ADMINISTRATIVE FUND PRORATION

Chart CC

Name	Working Title	Amount Attributed By Fund Source: Migrant Program Funds 1	Amount Attributed By Fund Source: Administrative Funds 2	Amount Attributed By Workload: To Basic Administration 3	Amount Attributed By Workload: To Migran Administrat 4
C. G. Carlton, Jr.	Bureau	0	$ 45,691	$ 22,846	$ 22,845
M. N. Smith	Secretary	0	16,476	8,238	8,238
Total 407001		0	$ 62,167*	$ 31,084	$ 31,083
A. Watson	Finance Management Administrator	24,554	16,369	16,369	0
M. M. Copeland	Clerk	8,364	5,576	5,576	0
Total 407002		$ 32,918	$ 21,945	$ 21,945	0
W. Pittman, Jr.	Compliance Administrator	0	38,807	23,284	15,523
M. D. Bronson	Secretary	0	13,454	8,745	4,709
M. D. White	Program Specialist	0	27,674	16,604	11,070
A. L. Jones	Program Specialist	0	32,683	21,244	11,439
J. R. Striplin	Program Specialist	0	31,592	20,535	11,057
J. S. Polk	Program Specialist	0	21,355	13,881	7,474
M. O. Clemons	Program Specialist	0	29,286	17,572	11,714
J. D. Parks	Program Specialist	0	32,470	21,106	11,364
C. W. Riddlehover	Program Specialist	0	31,826	20,687	11,139
M. Howard	Program Specialist	0	26,214	17,039	9,175
Vacant	Program Specialist	0	24,047	15,631	8,416
Vacant	Secretary	0	12,766	8,298	4,468
Total 407020		0	$322,174	$204,626	$117,548
P. Rountree	Federal Program Administrator	0	47,608	16,663	30,945
P. S. Pratt	Secretary	0	18,298	6,404	11,894

*Represents 90% of total--remaining 10% attributed to state general revenue.

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Chart CC

Name	Working Title	Amount Attributed By Fund Source: Migrant Program Funds 1	Amount Attributed By Fund Source: Administrative Funds 2	Amount Attributed By Workload: To Basic Administration 3	Amount Attributed By Workload: To Migra Administra 4
R. B. Cooper	Program Director	33,859	0	0	
N. Serna	Program Specialist	37,602	0	0	
B. D. Woods	Secretary	13,726	0	0	
G. C. McWilliams	Program Specialist	29,243	0	0	
H. E. Richards	Federal Program Administrator	0	$ 45,165	$ 29,357	$ 15,80
M. J. Curving	Secretary	0	14,073	7,037	7,037
R. B. Brewer	Program Specialist	0	37,924	24,651	13,273
G. L. Richardson	Program Specialist	0	29,505	14,752	14,753
Total 407050		$114,430	$192,573	$ 98,864	$ 93,709
K. V. Brock	Area Program Administrator	0	16,257	13,818	2,439
W. L. Kilpatrick	Area Program Administrator	0	38,744	19,372	19,372
R. F. Gaubatz	Program Specialist	39,106	0	0	0
Vacant	Program Specialist	11,971	11,971	5,986	5,985
M. R. Welch	Secretary	6,061	6,061	3,030	3,031
N. L. Rodriquez	Area Program Administrator	0	31,824	15,912	15,912
J. W. Riney	Program Specialist	39,259	0	0	0
M. C. Murray	Program Specialist	38,949	0	0	0
Vacant	Program Specialist	11,971	11,971	5,986	5,985
J. M. Simmons	Secretary	8,170	8,170	4,085	4,085
F. Dyer	Audio Visual Librarian	21,041	0	0	0
V. P. Galloway	Audio Visual Technician	14,097	0	0	0

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MIGRANT STATE PLAN
ADMINISTRATIVE FUND PRORATION
Chart CC

Name	Working Title	Amount Attributed By Fund Source: Migrant Program Funds 1	Amount Attributed By Fund Source: Administrative Funds 2	Amount Attributed By Workload: To Basic Administration 3	Amount Attributed By Workload: To Migran Administrat 4
Vacant	Printer	13,350	0	0	0
J. H. Maynor	Area Program Administrator	0	46,505	23,253	23,242
C. E. Leiby	Program Specialist	42,566	0	0	0
F. F. Campano	Program Specialist	32,967	0	0	0
L. T. Marsh	Program Specialist	18,686	18,686	9,343	9,343
P. M. Strom	Secretary	8,534	8,534	4,267	4,267
Vacant	Property Clerk	12,217	0	0	0
U. G. Horne	Area Program Administrator	0	46,505	23,252	23,253
C. J. Jackson	Program Specialist	38,083	0	0	0
C. S. West	Program Specialist	34,672	0	0	0
R. E. Mielke	Program Specialist	20,103	$ 20,103	$ 10,052	$ 10,051
E. G. Black	Secretary	10,667	10,668	5,334	5,334
Total 407051		422,470	275,999	143,690	132,309
Bureau Total Salaries and Benefits		569,818	874,858	500,209	374,649
Operating Expense			356,911	204,068	152,843
Indirect Costs			272,106	155,579	116,527
Total					$644,019
Migrant Generated Administrative Costs	(1% of $17,112,550)				171,126
Excess of Migrant Generated Administrative Funds					472,893

27

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Attachment #2

5

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32301

RALPH D. TURLINGTON
COMMISSIONER

August 17, 1981

MEMORANDUM

TO: District Migrant Program Coordinators and Area Program Administrators

FROM: Jack Waters, Administrator, Migrant Section

RE: Operational Changes in Recruitment and the MSRTS

Some operational changes in recruitment and the MSRTS were recommended by the USED review team and the HHS auditors. Many of these recommendations will be incorporated into program operation this year and in the future. Essentially, the following changes should be made in your program at the beginning of this school year:

1) It will no longer be necessary to obtain a new identification form and parent signature for formers during each year of their five-year eligibility period. In other words, a one-time signature will satisfy the eligibility requirement.

2) Identification forms should be obtained after the child is enrolled into the MSRTS so there will be no delay in the transfer of student information.

3) Previously eligible children and those suspected to be eligible should be entered into the MSRTS as soon as they are enrolled in school (or as soon as they are located if they are not attending school or school has not yet begun).

4) Identification forms on all children entered into the MSRTS should be obtained prior to the December 31st enrollment deadline so that no ineligible children will generate funds.

There are many details that can affect the successful implementation of these new procedures. Attached is further information to assist you and your staff in properly implementing them. If you and your personnel can devise other strategies to meet these objectives, please feel free to use them as well.

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If you have any questions about these changes, please contact me.

JW:jw

Attachment

cc: Joel Murphree
James A. Scruggs
William Pittman
Tom Busbee
Gay McWilliams

Effective 8/17/81

OPERATIONAL CHANGES IN RECRUITMENT AND THE MSRTS

Summary

As soon as the school year begins, a concerted effort should be made to locate potentially eligible children who are enrolled in school. Once they are located, they should be immediately enrolled into the MSRTS. After they are enrolled into the data bank, a home visit can be made and an identification form completed to determine eligibility. Any child who is not eligible should be removed from the MSRTS before December 31, 1981. Identification forms should be obtained by December 31 for all children entered into the data bank.

Details

1. If a child is enrolled in school who was previously recruited, his/her MSRTS educational record can be updated for enrollment into the MSRTS.

   a. If there is not a current identification form available on the child, the family's migrant status will be unknown. Therefore, the child should be enrolled as a current migrant (status 1, 2, 4, or 5). Former migrant status cannot be entered without the date of former eligibility expiration (SI 18 & 19) which is not available for entry until the identification form is obtained. The grade in which the child is enrolled should also be updated on the MSRTS record. The enrollment date should be the date school began (or when the child enrolled in school). Once the identification form is obtained, this information and other data can be updated as needed.

   b. If there is a current identification form available on the child, the child can be enrolled as the same migrant status as before. All other procedures above will also apply until such time as the identification form is available.

2. If a child is new in the district and has not been recruited before, the child should be enrolled into the MSRTS if the child is suspected to be eligible. It is possible that the child is on the data bank already and has a student number and mnemonic. If so, this will simplify the enrollment process. If not, the child can be enrolled with a key data enrollment by using the information available on the child at the school. Again, the child should be enrolled as a current migrant until documentation is obtained that indicates otherwise.

3. Identification forms should be obtained by December 31, 1981 for all children entered into the MSRTS.

4. Any ineligible children should be removed from the data bank before December 31 so that no illegal funding will be generated.

5. All critical health and academic information received at the terminal site should be immediately forwarded to appropriate personnel serving the child. This applies to program and non-program staff. Critical data and the MSRTS educational records should be given to the child's teacher for review before filing them in the child's school cumulative folder. Efforts should also be made to explain the information to the receiving staff who may be unfamiliar with the forms.

6. If the family changes from current to former status, it is not necessary to obtain an identification form or parent signature from them every year. However, it will be necessary to conduct an interview every year to be sure the family has not moved since the last time they were interviewed. The interviewer should make a notation on the form when the home visit was conducted to verify the family's migrant status. This could be noted in the comments section at the bottom of the identification form. If the family changes from current to former status, the recruiter must ask the parent/guardian if they give their concurrence for their child(ren) to continue to be considered formerly migratory. This concurrence can be noted in the comments section of the form as well.

Section Eight

Statistics Relating to Migrant Children in Florida Schools

Introduction

The statistics herein were provided to RCMA by the Bureau of Compensatory Education at various times over the past two years. Their use might be helpful to the Task Force at appropriate occasions.

oOo

OFFICE MEMORANDUM

FLORIDA DEPARTMENT OF EDUCATION

Affirmative action/equal opportunity employer

Room	Capitol
Room	Knott
Room	Name of Building

Refer Questions To:

Name

D/B/S

Phone

To: Mr. Wendell Rollason **Date:** 11-29-83

From: Phil Rountree Phil

Subject: MIGRANT PROGRAM DATA

Please find a revised copy of the summary data reflecting educational and supportive services provided to migrant students for FY's 80-83. You will note certain changes in the printout for students reported by grade spans. Please destroy the other ones.

These changes occurred as a result of Dr. Richardson's further and careful review of reports available.

PR:bj

Early Childhood Programs

State $'s were 1st available in FY '80

APPROXIMATE NUMBER STUDENTS PROVIDED EDUCATIONAL SERVICES

	FEDERAL	STATE	STATE $
FY '80	2241	1391	$2,104,433.
FY '81	1701	1786	1,721,380.
FY '82	1860	1403	1,999,692.
FY '83	1787	1321	1,910,200

APPROXIMATE NUMBER MIGRANT STUDENTS BY GRADE SPANS PROVIDED EDUCATIONAL SERVICES WITH FEDERAL FUNDS

	K - 5	6 - 8	9 - 12	Total
FY '80	9,894	2,310	1,257	13,461
FY '81	13,036	2,172	773	15,981
FY '82	10,617	2,582	977	14,176
FY '83	11,398	2,542	657	14,597

*APPROXIMATE NUMBER SUPPORTIVE SERVICES BY CONSISTENTLY DEFINED CATEGORY

	Medical Vision Hearing	Dental	Social Work
FY '80	18,209	5,295	11,223
FY '81	19,357	3,518	12,652
FY '82	16,902	3,005	10,780
FY '83	17,006	3,710	6,942

*Since data from FY '80 and '81 reflect wide variances in type and number of services other than those reflected above, it is not felt that complete comparisons can be made over time. Only the categories listed above exhibit sufficient definition to permit comparison from year to year.

STATE OF FLORIDA
DEPARTMENT OF EDUCATION
TALLAHASSEE 32304

RALPH D. TURLINGTON
COMMISSIONER

Cecil G. Carlton, Jr., Chief
Bureau of Compensatory Education
Division of Public Schools

October 6, 1983

Mr. Wendell Rollason
Redlands Christian Migrant Association
219 First Street
Immokalee, Florida 33513

Dear Wendell:

While the attached information is not the specific data you requested, I thought you would be interested nevertheless. This printout depicts the number of current and former migrants identified in each district and the number in each category who were provided an educational service in each of the last three years. It shows an increase from 21 to 28 percent in the number served during this three year period.

The early childhood data promised in my last letter will be forthcoming as soon as possible.

Sincerely,

Phil

Philip Rountree, Administrator
Federal Compensatory Education Program

PR:psp

ATTACHMENT

an equal opportunity employer

NUMBER AND PERCENTAGE OF MIGRANT STUDENTS IDENTIFIED AS SERVED BY YEAR

FY	V1	REGION	CURRENTS IDENTIFIED	FORMERS IDENTIFIED	TOTAL IDENTIFIED	CURRENTS SERVED	FORMERS SERVED	TOTAL SERVED	PERCENT SERVED
1980	DeSoto	West Central	150	14	164	73	7	80	49
	Sumter	East Central	602	131	733	253	74	327	45
	Nassau	Crown	122	49	171	44	28	72	42
	Marion	Crown	127	98	225	42	37	79	35
	Pasco	West Central	1,396	294	1,690	539	44	583	34
	Collier	South	4,060	798	4,858	1,423	131	1,554	32
	Hardee	West Central	1,558	299	1,857	561	16	577	31
	Polk	West Central	5,663	2,171	7,834	1,730	665	2,395	31
	Sarasota	West Central	219	103	322	66	30	96	30
	Lake	East Central	2,033	421	2,454	641	79	720	29
	Indian River	East Central	446	97	543	132	18	150	28
	Highlands	West Central	1,107	855	1,962	405	134	539	27
	Glades-Hendry Migrant	South	1,119	210	1,329	282	58	340	26
	Martin	South	876	385	1,261	197	115	312	25
	Volusia	East Central	197	51	248	45	15	60	24
	Monroe	South	135	117	252	11	49	60	24
	Hillsborough	West Central	3,805	639	4,444	816	183	999	22
	S.R.E.C.	Crown	126	110	236	20	32	52	22
	Seminole	East Central	754	390	1,144	157	77	234	20
	St. Johns	Crown	408	158	566	72	34	106	19
	Manatee	West Central	1,661	624	2,285	272	79	351	15
	Brevard	East Central	109	54	163	10	15	25	15
	Lafayette	Crown	111	26	137	12	8	20	15
	Dade	South	2,134	457	2,591	350	15	365	14
	Lee	West Central	1,411	397	1,808	201	42	243	13
	Alachua Multi-Co	Crown	143	131	274	20	13	33	12
	St. Lucie	East Central	1,203	1,053	2,256	108	162	270	12
	Orange	East Central	2,370	486	2,856	244	82	326	11
	Putnam	Crown	599	56	655	25	40	65	10
	Palm Beach	South	5,245	2,287	7,532	527	101	628	8
	Okeechobee	East Central	1,116	691	1,807	39	77	116	6
	Broward	South	1,076	873	1,949	106	16	122	6
TOTAL			42,081	14,525	56,606	9,423	2,476	11,899	21

NUMBER AND PERCENTAGE OF MIGRANT STUDENTS IDENTIFIED AS SERVED BY YEAR

FY	V1	REGION	CURRENTS IDENTIFIED	FORMERS IDENTIFIED	TOTAL IDENTIFIED	CURRENTS SERVED	FORMERS SERVED	TOTAL SERVED	PERCENT SERVED
1981	Indian River	East Central	388	70	458	262	28	290	63
	DeSoto	West Central	388	107	495	160	61	221	45
	Nassau	Crown	126	57	183	27	52	79	43
	Sumter	East Central	628	197	825	286	54	340	41
	Polk	West Central	5,708	2,181	7,889	2,347	743	3,090	39
	Pasco	West Central	1,504	274	1,778	626	43	669	38
	Sarasota	West Central	284	120	404	119	21	140	35
	Broward	South	862	874	1,736	534	49	583	34
	Lake	East Central	2,147	491	2,638	761	84	845	32
	Highlands	West Central	1,127	832	1,959	449	168	617	31
	Volusia	East Central	213	100	313	52	44	96	31
	Collier	South	4,422	953	5,375	1,372	129	1,501	28
	Hillsborough	West Central	3,802	797	4,599	1,105	173	1,278	28
	Monroe	South	94	153	247	32	36	68	28
	Seminole	East Central	597	500	1,097	198	103	301	27
	Hardee	West Central	2,160	475	2,635	716	2	718	27
	Dade	South	1,804	515	2,319	542	79	621	27
	Marion	Crown	222	138	360	51	40	91	25
	Brevard	East Central	81	81	162	18	22	40	25
	Orange	East Central	2,031	839	2,870	576	122	698	24
	Glades-Hendry Migrant	South	1,012	299	1,311	293	21	314	24
	Putnam	Crown	356	282	638	67	83	150	24
	Manatee	West Central	1,827	654	2,481	520	26	546	22
	Martin	South	743	469	1,212	188	77	265	22
	Lee	West Central	1,395	442	1,837	349	27	376	20
	Lafayette	Crown	126	47	173	28	5	33	19
	Okeechobee	East Central	1,102	762	1,864	156	198	354	19
	St. Johns	Crown	344	193	537	57	43	100	19
	Palm Beach	South	4,557	2,548	7,105	1,003	122	1,125	16
	St. Lucie	East Central	1,084	1,299	2,383	172	174	346	15
	S.R.E.C.	Crown	108	209	317	8	37	45	14
	Alachua Multi-Co	Crown	185	224	409	20	16	36	9
TOTAL			41,427	17,182	58,609	13,115	2,882	15,997	27

NUMBER AND PERCENTAGE OF MIGRANT STUDENTS IDENTIFIED AS SERVED BY YEAR

FY	V1	REGION	CURRENTS IDENTIFIED	FORMERS IDENTIFIED	TOTAL IDENTIFIED	CURRENTS SERVED	FORMERS SERVED	TOTAL SERVED	PERCENT SERVED
1982	Indian River	East Central	395	68	463	187	37	224	48
	Lake	East Central	2,020	697	2.717	970	297	1,267	47
	Alachua Multi-Co	Crown	217	168	385	67	87	154	40
	Hardee	West Central	2,167	661	2,828	853	241	1,094	39
	Nassau	Crown	82	99	181	36	34	70	39
	Polk	West Central	5,121	2,456	7,577	1,886	874	2,760	36
	Sumter	East Central	529	247	776	145	104	249	32
	Collier	South	4,456	1,085	5,541	1,480	293	1,773	32
	DeSoto	West Central	516	189	705	140	77	217	31
	S.R.E.C.	Crown	95	202	297	22	68	90	30
	Okeechobee	East Central	1,088	869	1,957	265	298	563	29
	Putnam	Crown	275	391	666	62	121	183	27
	Martin	South	563	589	1,152	163	152	315	27
	Seminole	East Central	628	610	1,238	312	0	312	25
	Highlands	West Central	1,159	945	2,104	350	176	526	25
	Hillsborough	West Central	3,657	990	4,647	982	118	1,100	24
	Manatee	West Central	1,859	729	2,588	552	44	596	23
	Palm Beach	South	4,923	2,605	7,528	1,300	415	1,715	23
	Dade	South	1,729	748	2,477	456	93	549	22
	Glades-Hendry Migrant	South	1,045	256	1,301	224	59	283	22
	Pasco	West Central	1,494	353	1,847	367	34	401	22
	Orange	East Central	1,727	1,080	2,807	425	164	589	21
	St. Lucie	East Central	1,156	1,359	2,515	251	266	517	21
	Marion	Crown	241	150	391	38	41	79	20
	Monroe	South	95	162	257	9	42	51	20
	Broward	South	915	1,119	2,032	251	150	401	20
	Lee	West Central	1,380	477	1,857	332	29	361	19
	Brevard	East Central	131	81	212	20	19	39	18
	St. Johns	Crown	295	222	517	71	22	93	18
	Volusia	East Central	193	194	387	37	24	61	16
	Sarasota	West Central	353	89	442	54	10	64	14
	Lafayette	Crown	133	59	192	9	8	17	9
TOTAL			40,635	19,949	60,584	12,316	4,397	16,713	28

FLORIDA DEPARTMENT OF EDUCATION

OFFICE MEMORANDUM

Affirmative action equal opportunity employer

room _______ CAPITOL
room _______ KNOTT
room _______
(building)

to: Mr. Rollason

date: April 22, 1983

REMARKS: I hope the attached information will be helpful. Please let me know if I can be of assistance.

Note and file	☐
Note and return	☐
Note and see me	☐
Answer, copy to me	☐
Reply for my signature	☐
Take charge of this	☐
Sign	☐
Comment	☐
For your approval	☐
For your information	☐
Returning	☐

RECEIVED APR 2 5 1983

Phil

from: Phil Rountree

PRESCHOOL CHILDREN SERVED BY FMCCP
WITH STATE & FEDERAL FUNDS

	FY 79	FY 80	FY 81	FY 82	FY 83 *approx. # to be served
Collier	285	240	265	180	200
Dade	345	264	259	168	249
Hillsborough	184	221	158	89	80
Palm Beach	566	561	472	405	520
Polk	438	408	364	284	175
RCMA	130	130	140	107	140

MIGRANT FUNDS

Year	Roll Forward	State Allocation
1982-83	$4,610,392	$17,932,213
1981-82	4,657,828	19,270,361
1980-81	2,441,309	16,688,360
1979-80	1,821,321	16,637,853
1978-79	1,175,468	16,600,362
1977-78	3,305,568	16,634,774
1976-77	3,975,291	16,573,739

Prior to 1980-81 districts received their allocation based on the number of migrant students and the type activities to be provided them. The approvable activities were prescribed in the State Migrant Plan. Area Office Staff were involved in the approval process.

The fiscal information was obtained from Ms. Margaret Jones in the Comptroller's Office and the method of distribution was described to me by Mr. Neftali Serna and Dr. Ulysses Horne, both long time employees in the Migrant Program.

ALLOCATIONS 1983-1984

	Federal Migrant	General Revenue Migrant		Federal Migrant	General Revenue Migrant
[illegible]CHUA	$ 155,795		PASCO	349,461	35,023
[illegible]ER			PINELLAS		
BAY			POLK	1,472,300	268,067
BRADFORD			PUTNAM	157,857	
BREVARD	52,109		ST. JOHNS	113,816	21,606
BROWARD	723,959	125,822	ST. LUCIE	653,141	
CALHOUN			SANTA ROSA		
CHARLOTTE			SARASOTA	49,185	34,249
CITRUS			SEMINOLE	359,421	72,733
CLAY			SUMTER	133,350	
COLLIER	1,189,441	170,826	SUWANNEE		
COLUMBIA			TAYLOR		
DADE	686,267	205,868	UNION	7,258	
DE SOTO	134,595		VOLUSIA	98,567	
DIXIE	22,402		WAKULLA		
DUVAL	40,264		WALTON		
ESCAMBIA			WASHINGTON		
FLAGLER	11,371		IREP	36,869	
FRANKLIN			SCPA	30,500	
GADSDEN	4,500				
GILCHRIST			RCMA	80,244	63,831
GLADES			SREC	72,800	
GULF			HCSM	87,847	67,198
HAMILTON			PAEC	45,000	
HARDEE	626,302				
[illegible]ORY	298,804		TOTAL	13899384	1910200
[illegible]NANDO	2,270				
HIGHLANDS	499,559	78,844			
HILLSBOROUGH	939,026	131,415			
HOLMES					
INDIAN RIVER	111,287				
JACKSON					
JEFFERSON					
LAFAYETTE	35,273				
LAKE	534,357				
LEE	434,495	60,984			
LEON					
LEVY					
LIBERTY					
MADISON					
MANATEE	470,958	48,182			
MARION	85,855				
MARTIN	216,276	24,723			
MONROE	76,627				
NASSAU	39,393				
OKALOOSA					
OKEECHOBEE	416,325	21,901			
ORANGE	681,363	113,884			
OSCEOLA	9,500				
PALM BEACH	1,653,395	365,044			

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